DOCUMENT RESUME

ED 356 178 SO 023 016

AUTHOR	Boesel, Justin; Gutmann, Babette
TITLE	An Evaluation of the Allen J. Ellender Fellowship Program.
INSTITUTION	Westat, Inc., Rockville, MD.
SPONS AGENCY	Office of Policy and Planning (ED), Washington, DC.
PUB DATE	92
CONTRACT	LC89015001
NOTE	108p.
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC05 Plus Postage.
DESCRIPTORS	*Citizenship Education; *Economically Disadvantaged; *Federal Programs; High Schools; High School Students; Program Effectiveness; *Program Evaluation; Secondary School Teachers; Special Needs Students; Teacher Education Programs
IDENTIFIERS	*Allen J Ellender Fellowship Program; *Close Up Program

ABSTRACT

The Allen J. Ellender Fellowship Program provides fellowships to economically disadvantaged secondary school students, secondary school teachers and administrators, and economically disadvantaged older citizens, and recent immigrants for participation in the Close Up Foundation's week-long civics education programs in Washington, D.C. The Close Up Foundation, which has been the sole grantee of the Ellender Fellowship Program since the program's establishment in 1972, operates three Washington-based programs that are involved in the Ellender Program. These include: the Washington Program for High School Students and Educators, The Program for New Americans, and The Program for Older Americans. This report evaluates the Ellender Fellowship Program. Among the reports findings are: in operating the Washington Program for High School Students and Educators, the Close Up Foundation currently spends twice as much of the federal Ellender funds on teachers as on disadvantaged students, and more teachers than students receive fellowships; and Ellender fellowships are often awarded to the same teacher at the same school for many years. The report suggests a number of options for better targeting of services on disadvantaged students, including: (1) require each secondary school teacher to bring at least one student fellowship recipient to Washington in order to qualify for fellowship funds in the Washington Program for High School Students and Educators and the Program for New Americans; (2) limit the proportion of federal Ellender funds spent on teacher fellowships; (3) limit the number of times an individual teacher can receive a federal Ellender fellowship; and (4) allow only disadvantaged students, and not teachers, to receive Ellender funds. (DB)

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AN EVALUATION OF THE ALLEN J. ELLENDER FELLOWSHIP PROGRAM

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AN EVALUATION OF THE ALLEN J. ELLENDER FELLOWSHIP PROGRAM

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PREPARED FOR:

Office of Policy and Planning
U.S. Department of Education

1992

This report was prepared pursuant to Contract Number LC89015001, U.S. Department of Education (Barbara Coates, Project Monitor).

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EXECUTIVE SUMMARY

The Close Up Foundation -- a nonprofit, nonpartisan organization established to encourage and develop responsible participation in the democratic process through education programs in government and citizenship -- has been the sole grantee of the Allen J. Ellender Fellowship Program since the program's establishment in 1972. Since then, the Close Up Foundation has used the Ellender Program funds to provide fellowships to economically disadvantaged secondary school students and secondary school teachers so that these individuals can participate in Close Up's week-long civics education program in Washington, D.C. Since 1989, Ellender funds have also been used to provide fellowships to low-income recent immigrants in high school and low-income older Americans.

Background

The Ellender Program currently provides fellowships to high school students, teachers, administrators, and older Americans for Close Up's three Washington-based programs. All Ellender Fellowship Program funds go towards fellowships. A fellowship pays for all or part of the program price, which includes tuition and transportation to and from Washington, D.C. Tuition includes all program instruction, six nights of hotel lodging, all meals, and transportation in Washington, D.C.

The three Washington-based programs are:

- The Washington Program for High School Students and Educators;
- The Program for New Americans; and
- The Program for Older Americans.

Close Up also operates a number of other programs that do not receive funds from the Ellender Program. These include the Civic Achievement Award Program (CAAP), the Citizen Bee, television and video productions on C-SPAN, civics education publications, state and local civics education programs, and international programs. Although these programs do not receive Ellender funds, they benefit from Close Up's nationwide network of teachers and administrators that organizes and supports not only the Washington-based programs, but the Foundation's other civics education programs as well.

Funding

The majority of the Close Up Foundation's revenues -- approximately $23 million out of a total of over $30 million in the 1990-91 program year -- comes from the payment of the program price from participants in the Washington-based programs. Of this amount, just over $3.7 million came from the Ellender Program. Other sources of funds for the program price include corporate and

philanthropic donations, a portion of which are combined with the Ellender funds to support fellowship recipients; donations from local businesses and civic organizations; and participants' families and local fundraising activities such as candy sales.

Ellender funds help Close Up generate additional revenue in a number of different ways. First, teacher fellowship recipients recruit additional, full-paying students. Second, student fellowships cover only part of the total program price, so these students, with the help of their teachers, raise the remainder from other sources. Finally, according to the Close Up Foundation and its donors, federal support for the Ellender program helps the Foundation raise money from corporate and philanthropic donors, who like to know that their donations are being combined with federal funds.

Organizational Structure

The national headquarters of the Close Up Foundation are located in Alexandria, Virginia, and house over 200 full-time, permanent employees. The Foundation's local structure is built around the concept of a community, and each community sends students and teachers from a number of different high schools to Washington.

School coordinators -- teachers who participate in the Washington-based programs with their students -- are the cornerstone of the high school programs. The school coordinators are responsible for publicizing the program and recruiting students (both fellowship and non-fellowship participants), fundraising, preparation prior to the week in Washington, and followup after the return from Washington. They also form a network of educators that organizes and supports the Foundation's other civics education programs. Organizations serving the aging are the primary focus for the Program for Older Americans.

Nature of the Programs

Although Close Up's three Ellender-supported Washington-based programs serve different populations, the programs are similar in structure; the main component of each is a week-long civics education immersion course in Washington. In effect, the Close Up Foundation has modified its oldest and largest program, the Washington Program for High School Students and Educators, to meet the differing needs of participants in the Program for New Americans and the Program for Older Americans.

The program week in Washington is filled with question-and-answer seminars with outside speakers (who receive no compensation), workshops, and study visits to historical and cultural sites in the area. Close Up places a great deal of emphasis on involving students in the program's activities by teaching questioning and critical thinking skills. Students meet with their congressional representative, senator, or a staff member. The programs also include preparation activities prior to the trip to Washington and followup activities after the week in Washington.

Selection of Schools

Since 1985, schools from all 50 states, the District of Columbia, Puerto Rico, and the other territories have participated in the Washington Program for High School Students and Educators. In program year 1990-91, about 32 percent of high schools participating in the Washington Program for High School Students and Educators were from urban areas, 27 percent from suburban areas, and 41 percent from rural and small town areas. (Seventeen percent of all high schools are in urban areas, 18 percent are in suburban areas, and 65 percent are in rural and small town areas.) Of the schools participating in the Program for New Americans in program year 1990-91, about 46 percent were located in large, central cities.

While the Close Up Foundation has, since its inception, served low-income students, it has in recent years undertaken specific initiatives to reach "at-risk" students, such as low-income students, recent immigrants, Native Americans, inner city youth, the geographically isolated, and the hearing, visually, or physically impaired. For example, some urban schools with at-risk students are receiving multiple fellowships in program year 1991-92. Close Up estimates that at least one-third of its participating schools have a student population with significant numbers of "at-risk" students.

Selection of Fellowship Recipients

Student fellowship recipients, selected by the school coordinator, must meet selection criteria, the key being financial need as measured by family income. For the Washington Program for High School Students and Educators, fellowship recipients' average family income in program year 1990-91 was $16,544. Typically, there are 1.6 fellowships for each school participating in the program--one full 100 percent fellowship for the school coordinator (and administrators) and a 60 percent fellowship for one or more low-income students. Of the 2,584 schools that participated in the Washington Program for High School Students and Educators in program year 1990-91, 1,315 schools awarded a full teacher fellowship and the (.6) student fellowship to one student, 463 schools awarded a full teacher fellowship and split the .6 student fellowship among two or more students, 571 schools received only teacher fellowships, 101 schools received only student fellowships, and 134 schools received no Ellender fellowship assistance.

In program year 1990-91, there were 2,409 student fellowships and 2,553 teacher and administrator fellowships awarded for the Washington Program for High School Students and Educators. In dollars, more than twice as many fellowship funds went to teachers and administrators as went to students. The Close Up Foundation has made a conscious decision to allocate more funds to teachers than to students, emphasizing the importance to Close Up of its network of educators in expanding all of the Foundation's civics education programs.

In addition to the income requirements, student fellowship recipients for the Program for New Americans must be recent immigrants to the United States. For this program, fellowship recipients' average family income in program year 1990-91 was $15,136. The fellowship distribution differs somewhat from that of the Washington Program for High School Students and Educators. Generally, for each full 100 percent fellowship for the school coordinator, there is an average of four

60 percent student fellowships for each participating school or, often, school district. In program year 1990-91, there were 921 student fellowships and 134 teacher and administrator fellowships. In dollars, more fellowship funds went to students than to teachers and administrators.

For the Program for Older Americans, fellowship recipients must meet income and age (at least 55 years old) requirements. Ellender funds supported tuition costs for 104 older Americans in program year 1990-91, while nonfederal donations provided support for 43 administrator fellowships.

The legislation authorizing the Allen J. Ellender Fellowship Program is ambiguous as to the intended recipients of fellowship funds. It is not clear whether the law intends that fellowships for the Washington Program for High School Students and Educators be provided to any secondary school teacher or only those teachers who bring student fellowship recipients, and it is not clear whether the law intends that fellowships for the Program for New Americans be provided to secondary school teachers.

Trends in Numbers of Fellowship Recipients

From Fiscal Year 1986 (program year 1986-87) to Fiscal Year 1990 (program year 1990-91), appropriations for the Ellender Fellowship Program have increased from $1.6 million to $3.7 million. During this same period, participation in the Washington Program for High School Students and Educators has declined. The number of fellowship participants has decreased from 5,545 to 4,962, and total participation has decreased from 23,380 to 21,612. This decrease in the number of fellowship recipients during a period of increasing federal Ellender funding is largely explained by two factors. First, tuition has increased from about $550 for students and teachers to $681 for students (and $731 for teachers), and airfare also increased during this period. Second, while the amount of Ellender funds increased, the amount of nonfederal funds (raised from the private sector) that the Close Up Foundation and its donors decided to combine with Ellender funds to support fellowships dropped sharply, from over $1.6 million in program year 1986-87 to over $400,000 in program year 1990-91. This reflects a conscious decision by the Close Up Foundation and its donors to shift its increasing corporate and philanthropic donations to expand its other civics education programs.

In contrast, the Program for New Americans has seen tremendous growth, as the number of student fellowship recipients has increased from 99 in program year 1987-88 to 1,055 in program year 1990-91. (Virtually all participants receive fellowships under this program, due to the economic disadvantagedness of the recent immigrant population.) This growth has been aided by two factors. The first has been the infusion of Ellender funds in the last two program years (fellowships were supported by nonfederal funds in the first two years of the program), and the second has been the increase in the number of partial, rather than full (60 percent), student fellowships.

The Program for Older Americans received Ellender funds in program years 1989-90 and 1990-91, a period during which fellowship recipients (about 100) and total participation (784) remained virtually constant.

Role of the U.S. Department of Education

The U.S. Department of Education (ED) has played a limited role in monitoring the grant to the Close Up Foundation. The Department acts mainly as a conduit of funds from Congress to the Close Up Foundation.

Close Up annually provides a proposal/workplan and a final progress technical report to ED. The current reporting, however, does not readily provide the types of information to enable ED to adequately monitor the grant.

Evaluations

The Close Up Foundation performs weekly internal evaluations to monitor and improve its Washington-based programs. These evaluations, which focus on identifying logistical problems, rating seminar speakers, and gauging the effectiveness of program instructors and workshops, have provided the Foundation with positive feedback from both students and teachers.

Two outside evaluations of the Washington Program for High School Students and Educators concluded that participation in Close Up provided students with additional information and more positive opinions about government and politics, more confidence in voicing political opinions, and greater awareness of cultural diversity.

Program Costs -- Close Up and Other Civics Education Programs

The Close Up Foundation's Washington Program for High School Students and Educators has several competitors. All have similar, though not identical prices, and all bring students to Washington for about one week. Prices for the 1991-92 program year, shown below, are for tuition, which covers room, board, and instruction, but not transportation to and from Washington, D.C.

- Close Up's Washington Program for High School Students and Educators -- tuition of $698;
- Washington Workshops Foundation's Congressional Seminar, Global Environmental Seminar, or Diplomacy and Global Affairs Seminar -- tuition of $670 plus an application fee of $75, for a total cost of $745;
- Presidential Classroom -- tuition of $725; and
- Congressional Youth Leadership Council's National Young Leaders Conference -- tuition of $695.

Options

Targeting of Disadvantaged Students and Teachers as Fellowship Recipients

In operating the Washington Program for High School Students and Educators, the Close Up Foundation currently spends twice as much of the federal Ellender funds on teachers as on disadvantaged students, and more teachers than students receive fellowships. Often, the same teacher or administrator receives an Ellender fellowship for many years. The Close Up Foundation spends the federal funds in this manner to establish and maintain its nationwide network of teachers. The teachers recruit students for the Washington Program and help Close Up launch other, non-Ellender supported programs, such as the Citizen Bee. Although the dollars spent on teachers benefit the Close Up Foundation's civics education programs, they are dollars not spent on disadvantaged students directly.

The Close Up Foundation has provided fellowships to teachers and administrators since it began receiving Ellender funds, and has stated this fact clearly in documents provided to the Department of Education. The current legislation authorizing the Allen J. Ellender Fellowship Program, however, contains ambiguities regarding teachers as fellowship recipients:

- It is not clear whether the law intends that fellowships for the Washington Program for High School Students and Educators be provided to any secondary school teacher, or only those teachers who bring student fellowship recipients to Washington; and

- It does not appear that the law intends that fellowships for the Program for New Americans be provided to secondary school teachers.

There are several policy changes that could help to ensure that Ellender funds benefit disadvantaged students more directly, and could help to clarify the role of teachers as fellowship recipients. Options include the following:

Option 1: **Require each secondary school teacher to bring one or more, or two or more, student fellowship recipients in order to qualify for fellowship funds in the Washington Program for High School Students and Educators and the Program for New Americans.**

Restricting teacher fellowships to school coordinators who bring at least **one** disadvantaged student fellowship recipient would ensure that the Close Up Foundation would not award more teacher fellowships than student fellowships. Restricting teacher fellowships to school coordinators who bring at least **two** disadvantaged student fellowship recipients would ensure that the Close Up Foundation would award more student fellowships than teacher fellowships. Additionally, such restrictions could benefit schools with large numbers of disadvantaged students by awarding multiple student fellowship packages to those schools, such as occurs in the Program for New Americans.

These changes would not, however, ensure that disadvantaged students would receive the majority of Ellender fellowship funds. A large proportion of the funds could still go to teacher fellowships because a student fellowship covers only 60 percent of the program price, while a teacher fellowship covers 100 percent of a somewhat higher program price. Furthermore, two or more disadvantaged students often split a single 60 percent student fellowship.

Option 2: **Limit the proportion of federal Ellender funds spent on teacher and administrative fellowships.**

This change would ensure that a certain proportion of the Ellender grant directly benefited disadvantaged students. The restriction might require the Close Up Foundation to use other resources -- such as tuition revenues and nonfederal donations -- to pay for the participation of teachers and administrators, and might limit the overall participation of teachers.

Option 3: **Limit the number of times an individual teacher can receive a federal Ellender fellowship.**

Such a limit would allow a greater number of different teachers to participate in the Washington-based programs over the years. It would, however, eliminate the most experienced teacher coordinators and administrative fellows, unless the Close Up Foundation was willing to pay for their participation from nonfederal sources.

Option 4: **Allow only disadvantaged students, and not teachers, to receive Ellender funds.**

This change would ensure that all of the federal Ellender fellowship funds benefited disadvantaged students. As with the restrictions on the proportion of funds going to teacher and administrative fellowships, this change would require the Close Up Foundation to use nonfederal resources to support the participation of teachers and administrators, and might limit the overall participation of teachers.

Reporting Requirements

The information currently provided by the Close Up Foundation to ED does not allow ED staff to monitor the use of the federal Ellender funds adequately. The proposal/workplan contains much of the same information from year to year, and the tables in the final progress and technical report present information in overlapping categories, making it difficult to discern, by program and community, such facts as the number of student and teacher participants, and the amount of fellowship funds going to students versus funds going to teachers.

Option 5: **Require the Close Up Foundation to report to the Department of Education specific information on the kinds of participants receiving fellowships and the amounts of the fellowships.**

These reporting requirements could include, for each of the Washington-based high school programs separately:

- The amount of federal Ellender funds and the amount of nonfederal donations used for fellowships, by community;
- The amount of fellowship funds going to students, by community;
- The amount of fellowship funds going to teachers and administrators, by community;

- The number of student fellowships (full and partial), by community;
- The number of student participants, by community;
- The number of teacher fellowships, by community;
- The number of teacher participants, by community;
- The number of administrative fellowships, by community;
- The number of administrative participants, by community;
- The number of schools that participate;
- The number of schools that send student fellowship recipients (by number of student fellowship recipients); and
- The number of schools that send teacher fellowship recipients.

(The communities would be national outreach communities, as shown in Appendix C, Figure C.2, which generally correspond to states.)

Reporting requirements should be examined and revised as changes are made to the Ellender Fellowship Program.

1. INTRODUCTION

The Close Up Foundation is a national, nonprofit, nonpartisan organization established to encourage and develop responsible participation in the democratic process through educational programs in government and citizenship. The Foundation promotes participation of students and persons of all ages, all economic levels, and all social and racial backgrounds in the activities of government, with particular emphasis on the Federal Government in Washington, D.C. The Close Up Foundation is the sole grantee of the Allen J. Ellender Fellowship Program, which provides financial assistance to economically disadvantaged secondary school students, secondary school teachers, economically disadvantaged older Americans, and recent immigrants in high school so that these individuals may participate in one of Close Up's week-long civics education programs in Washington, D.C.

BACKGROUND

The Close Up Foundation was incorporated in 1971 through the efforts of Stephen Janger, the Foundation's president, his wife, and his brother. The Jangers had worked for several years conducting summer study programs for U.S. high school students and teachers in Europe, but were concerned that these programs served mainly affluent students, rather than a cross-section of all Americans. Furthermore, Stephen Janger sensed that many American young people were simply rejecting fundamental institutions -- such as government, business, and education -- rather than trying to understand and change them.

The Jangers wanted to create a program that would introduce a broad cross-section of students to American government and encourage constructive student involvement within the political process. Using their experience in coordinating study programs, the Jangers developed a program that would use Washington, D.C. as the classroom for a week-long immersion course in citizenship education. Close Up staff established links with educators in Tulsa, Oklahoma; Houston, Texas; and Broward County, Florida. In 1971, Close Up brought its first group of high school students and teachers to Washington; a few participation grants were provided to allow disadvantaged students to take part in the program. During that same year, the program was introduced in Atlanta, Georgia and New Orleans, Louisiana.

Since the Foundation's beginning, the community concept has been a central theme. A community encompasses a geographic area such as a city or metropolitan area, and students and teachers visit Washington with their counterparts from different high schools within their community. They fly on the same airplane, share the same hotel, eat meals, attend seminars, and participate in workshops together for an entire week. This close contact requires students to interact with others who come from the same geographic area, but may come from different racial, educational, or socioeconomic backgrounds. This interaction in itself was designed to serve as a lesson in community. Over the years, Close Up has broadened its base of participants not only by including high school students from every state, but also through the development of programs modified to meet the needs of recent immigrants, students with hearing, visual, or orthopedic impairments, and older Americans.

From the Foundation's inception, Senator Allen J. Ellender of Louisiana -- who had rarely seen black and white constituents sitting together, much less sharing hotels and participating in the same workshops -- was a strong supporter of Close Up. After Senator Ellender died in 1972, his colleagues in the Senate introduced resolutions to support the Close Up Foundation as a memorial to Senator Ellender, and, as a result, the Allen J. Ellender Fellowship Program was established to support fellowships for high school students from low-income families and high school teachers. The first recipients of Ellender funds participated in the program in 1973.

ELLENDER FELLOWSHIP PROGRAM

Ellender fellowship funds are provided to the Close Up Foundation through a grant from the U.S. Department of Education (ED). A fellowship pays all or part of the program price, which includes tuition and transportation. Tuition includes six nights of hotel lodging; ground transportation in and around Washington; all meals during the program; all program instruction; all sightseeing, entertainment, and excursions; all academic materials; tickets to the theater or other cultural event; a final banquet and dance; full administrative supervision; 24-hour nursing consultation; supplemental life, health, and accident insurance policy; all tips and gratuities; and a $50 nonrefundable registration deposit. Transportation includes the costs of transportation (generally airfare) to and from Washington, D.C. and any costs to/from the airport and to/from the hotel. (The program price does not include personal expenses, such as souvenirs and snacks; special dietary needs; and support services required for temporary disability incurred prior to the program.)

In the Washington Program for High School Students and Educators and the Program for New Americans, low-income students receive fellowships for up to 60 percent of the program price, while teachers receive fellowships for 100 percent of the program price. In the Program for Older Americans, low-income older Americans receive fellowships for 100 percent of the tuition, and some also receive funds for transportation.

All Ellender Fellowship Program funds go towards fellowships.

CLOSE UP PROGRAMS

Today, the Ellender Fellowship Program provides funds so that low-income high school students, high school teachers and administrators, low-income recent immigrants in high school, and low-income older Americans can participate in Close Up's Washington-based programs. In addition to Ellender fellowship recipients, other high school students and older Americans participate in the Washington-based programs, but they pay the program price (tuition plus transportation) themselves. These programs include:

- The Washington Program for High School Students and Educators, which is the cornerstone of Close Up's activity, dating back to the Foundation's inception in 1971. Since 1971, more than 300,000 students and educators have participated. In the 1990-91 program year, over 21,000 students, teachers, and administrators participated in the program; 2,409 low-income, secondary school students and 2,553 teachers and administrators received fellowships.

- The Program for New Americans, which serves tenth- and eleventh-grade students who have recently immigrated to the United States. This program was started in the 1987-88 program year, but did not receive Ellender funds until the 1989-90 program year. During the 1990-91 program year, 1,082 students, teachers, and administrators came to Washington to participate in the week-long civics education program; 1,055 low-income, recent immigrant secondary school students, teachers, and administrators received fellowships.

- The Program for Older Americans, which brings adults aged 50 and over to Washington to participate in Close Up's civics education program. This program was initiated in 1984 but did not receive Ellender funds until the 1989-90 program year. In the 1990-91 program year, 784 older Americans participated in the program and 104 low-income older American participants received fellowships.

The Close Up Foundation also undertakes a number of other activities that do not receive funds from the Ellender Fellowship Program. These activities include:

- The Civic Achievement Award Program (CAAP), a classroom-based program that encourages students in grades five through eight to learn more about social studies and citizenship, involving one million students from 8,202 schools in 1990-91;

- The Citizen Bee, a nationwide social studies competition for high school students, involving more than 125,000 students from 3,698 schools in 1990-91;

- Close Up's television and video program, producing 83 public affairs programs that appear on C-SPAN and are made available to high schools and colleges;

- Close Up's civics education publications;

- State, regional, and local civics education programs, often modeled after the Washington-based programs, involving 70,000 students in over 200 programs in 1990-91; and

- Close Up's international programs, such as the Pacific Basin Program and Close Up U.S.- Europe Transatlantic Program, involving 123 participants in 1990-91.

This report focuses on the three Washington-based programs receiving Ellender Fellowship Program funds to support fellowship recipients. The Close Up Foundation, however, does not view its programs as separate, discrete endeavors. Rather, it describes the Washington Program as the hub from which its other civics education programs have evolved. Thus, Close Up's nationwide network of teachers and administrators organize and support not only the Washington-based programs that receive federal Ellender funds, but the Foundation's other programs as well. For example, many teachers who serve (or have served) as school coordinators for the Washington-based programs also are involved in other Close Up activities, such as the Citizen Bee and Close Up state and local programs. Moreover, the Foundation's existing relationships with educators across the country helped to launch the Civic Achievement Award Program.

FINDINGS

To prepare this report, we reviewed program files available at the U.S. Department of Education and spoke with ED staff in the program office and the grants and contracts office; interviewed staff at the Close Up Foundation, corporate and philanthropic donors, and participants of the Washington-based programs -- students, teachers, and administrators; reviewed the literature concerning the civics education program conducted by the Close Up Foundation, as well as similar civics education programs run by other organizations; and attended program activities for the Washington Program for High School Students and Educators. Several findings emerged through this endeavor:

- The Ellender Fellowship Program funds provide support for student and teacher fellowship recipients. Teacher fellowship recipients, in turn, recruit additional full-paying students.

- Teachers are of central importance to the Close Up programs -- they recruit and prepare students for the week in Washington, raise funds locally to lower students' participation costs, and form a network of educators that organizes and supports all of the Foundation's civics education programs.

- Close Up's Washington-based programs are well-run civics education programs.

- Schools participating in the Close Up Foundation's Washington Program for High School Students and Educators come from all 50 states, the District of Columbia, Puerto Rico, and the other territories, and come from urban, suburban, and rural and small town areas. While no information is collected on the disadvantaged status of the schools' student populations, Close Up estimates that at least one-third of its participating schools have a student population with significant numbers of "at-risk" students.

- Overall, teachers receive more than twice the amount of fellowship funds as do students in the Washington Program for High School Students and Educators. The Close Up Foundation has chosen to provide more fellowship funds to teachers than students in order to establish and maintain its network of educators.

- There are ambiguities in the law concerning the intended recipients of fellowship funds.

- The increase in Ellender funds over the past five years has not been matched by a corresponding increase in the number of fellowship recipients or total participants. Instead of using the federal increase to fund more fellowships, the Close Up Foundation has used it to reduce the amount of corporate and philanthropic donations spent on fellowships. The Close Up Foundation has decided to use more of its corporate and philanthropic donations to expand its other civics education programs.

- The Department of Education has played a limited role in monitoring the Department's grant with the Close Up Foundation. Current reporting does not readily provide the types of information to enable ED to adequately monitor the grant.

- The Close Up Foundation constantly seeks to improve its programs.

- Studies find participation in the Close Up program to have positive effects on students' political knowledge, participation, and attitudes.

- Close Up's tuition is competitive with that of other organizations offering similar civics education programs.

These findings will be explored in the following sections of this report, which concludes with policy options.

2. CLOSE UP FOUNDATION

In this section, we discuss the Foundation's funding for the three Washington-based programs, its organizational structure, and the nature of its Washington-based programs.

FUNDING

The Ellender Fellowship Program funds provide support for student and teacher fellowship recipients. Teacher fellowship recipients, in turn, recruit additional, full-paying students.

The majority of the Close Up Foundation's revenues -- approximately $23 million out of a total of over $30 million in program year 1990-91 -- comes from the payment of the program price from participants in the Washington-based programs.[1] There are, essentially, four sources of funding for the program price:

- Ellender Fellowship Program funds;
- Nonfederal donations;
- Donations for students from local businesses and civic organizations (merit donations); and
- Participants' families and local fundraising such as candy sales (self-sponsored payments).

The first two sources provide the funds available for fellowships for Close Up students, teachers, and administrators, while the last two constitute the funding sources for nonfellowship participants and for that portion of the program price not covered by the fellowship. (The distribution of fellowships is discussed in detail in Section 3. In general, high school students receive up to a 60 percent fellowship for tuition and transportation, while teachers and administrators receive a 100 percent fellowship for tuition and transportation, and older Americans receive a 100 percent fellowship for tuition but do not always receive transportation funds.)

[1]The remaining $7 million in revenues comes from fees and donations for Close Up's non-Washington-based programs.

Table 1 shows the amount and sources of support for the program price from each of these four sources for the 1990-91 program year for the Washington-based programs. Each of these funding sources is discussed below.

Table 1

Funding for Program Price for Washington-based Programs
Program Year 1990-91

Source of Funding	Amount ($)
Ellender Fellowship Program	3,703,000
Nonfederal donations	553,849
Donations from local businesses and organizations	906,339*
Participants' families and local fundraising	16,816,029
Total program fees	23,253,425**

* Does not include merit donations held in school accounts of $44,824.

** Includes accounts receivable for unpaid balance from current year.

The dollar amounts for the four sources of funding do not equal the total fees due to a fifth funding source, Department of the Interior grants, which are included in the total program fees. In program year 1990-91, the Department of the Interior made grants totaling $1,276,721 to the Close Up Foundation to support the participation of Native American and Native Alaskan students, students from Pacific Islands, and their teachers. See Appendix A for a listing of all federal funds received by the Close Up Foundation.

Ellender Fellowship Program

During the 1990-91 program year, the Ellender Fellowship Program provided $3.7 million of the Close Up Foundation's $30 million in revenues to support fellowship recipients for its Washington-based programs.[2] According to Close Up officials and the proposal/workplan that Close Up submits annually to the U.S. Department of Education, all of the Ellender Fellowship funds received by Close Up are distributed as student and teacher fellowships.

The Ellender Fellowship Program funds help Close Up generate additional revenue in three ways. First, teacher fellowship recipients recruit nonfellowship participants, generating additional, full-paying students. While the number of participants per school varies greatly from school to school and year to year, the average number of participants per school is around 8.4. Second, because fellowships given to students only cover part of the program price, recipients must generate additional dollars through local support and fundraising to cover the remainder of their costs.

Third, the Foundation's president has said, and private donors have concurred, that federal support for the Ellender Fellowship Program helps to raise money from private donors, who like to know that their contributions are being combined with federal funds.

Nonfederal Donations

The Close Up Foundation raises donations from the private sector and philanthropic organizations. A portion of the nonfederal contributions is combined with the Ellender funds to allow Close Up to meet its fellowship commitments for the Washington-based programs, while the remainder is used to support general operating costs for the Washington-based programs and Close Up's other programs, such as the Civic Achievement Awards Program (CAAP) and the Citizen Bee.[3]

For the 1990-91 program year, Close Up combined $553,849 in nonfederal funds with the $3.703 million Ellender appropriation for fellowships. (Of this nonfederal amount, $92,813 provided

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[2]The $3.7 million is from the Fiscal Year 1990 appropriation, for use in Fiscal Year 1991, which corresponds to the 1990-91 program year.

[3]For example, in 1987, Congress established the CAAP in honor of the Office of the Speaker of the House of Representatives, giving the Close Up Foundation the responsibility for designing and conducting the program. In May of 1990, Close Up wrote to the committees of authorizing jurisdiction, the Senate Committee on Rules and Administration, and the House Committee on Administration, to inform them that private sector support had been committed to broaden CAAP's outreach substantially (to implement the Foundation's goal of serving a million or more students each year) and that a further authorization of CAAP would not be sought. Both committees then introduced legislation to repeal the authorizing legislation.

fellowships to students, teachers, and administrators who were not eligible for Ellender funds, such as Canadians, overseas participants, and adult employees of organizations serving the aging.) These combined funds were distributed as follows:

Washington Program for High School Students and Educators	$3,600,767
Program for New Americans	$ 532,994
Program for Older Americans	$ 123,088

Donations from Local Businesses and Civic Organizations (Merit Donations)

Fellowship and nonfellowship students raise funds from local sources with the assistance of the teachers who receive fellowships, referred to as school coordinators. Solicitation of contributions from local small businesses, individuals, civic groups, and other organizations is a popular method of fundraising. Contributions like these made on behalf of a particular student are called merit donations. In the 1990-91 program year, merit donations amounted to $906,339 (not including $44,824 in school accounts).

Participants' Families and Local Fundraising (Self-Sponsored Payments)

Self-sponsored payments include money paid by the students and their families, and money earned in fundraising activities such as car washes, candy sales, dances, and raffles. It is not possible to distinguish the amount raised through fundraising activities from the amount paid by family and relatives.

Of the $23,253,425 in total program fees for the Washington-based programs in the 1990-91 program year, $16,816,029 (72 percent of the total) came from self-sponsored payments.

ORGANIZATIONAL STRUCTURE

Teachers are of central importance to the Close Up programs--they recruit and prepare students, raise funds locally to lower students' participation costs, and form a network of educators that organizes and supports all of the Foundation's civics education programs.

The Close Up Foundation operates at two levels -- the national level and the local "community" level, in which teachers organize students within participating high schools.

Close Up at the National Level

The national headquarters of the Close Up Foundation are located in Alexandria, Virginia, and house over 200 full-time, permanent employees. During the spring, the peak season for the Washington-based programs, over 150 additional employees work for Close Up. The Close Up Foundation's Executive Council is composed of the President, the Executive Vice President and Chief Operating Officer, the Special Assistant to the President, and three Vice Presidents (of Outreach, Programs, and Finance and Administration).

The Outreach division is responsible for promoting participation in Close Up programs in communities across the nation. The outreach communities are generally organized by state, allowing for closer coordination with state educational agencies. Outreach staff provide advice and support to school coordinators over the telephone and during periodic visits to Close Up communities.

The Programs division employs the program instructors, program supervisors, nurses, security staff, etc., who are involved directly with the participants in the Washington-based programs. This staff is also responsible for curriculum development and staff development and training, as well as Close Up's television and video productions and educational publications.

The Finance and Administration division is responsible for financial analysis, administrative services, transportation, human resources, and management information services.

A fourth division, the resource development division, is currently not fully staffed; its responsibilities include raising funds from government, corporate, and philanthropic donors.

Close Up at the Local "Community" Level

As discussed in the introduction, the Close Up Foundation initially formed its local structure for the Washington-based programs around the concept of a community. This concept was

implemented by selecting a city or metropolitan area that would send students and teachers from a number of different high schools to participate in the Washington Program for High School Students and Educators. Today, a community is still a group of schools from a particular metropolitan area (or other substate region or state) that travels to Washington as a unit. In the 1990-91 program year, there were more than 120 Close Up participating community program sites.

For each participating school, the Close Up Foundation recommends that the school principal select a Close Up school coordinator. In the Washington Program for High School Students and Educators, the school coordinator is usually a social studies teacher. In the Program for New Americans, the school coordinator is usually a teacher of English as a Second Language (ESL) because most recent immigrants are enrolled in ESL programs. Furthermore, because recent immigrants are not necessarily concentrated in any one school, the school is not always the organizational unit for the Program for New Americans; instead, Close Up staff work with "consolidated educational units," which are often ESL departments of a local school district.

The school coordinator (teacher) is considered by Close Up to be a key to the operation of the Washington-based programs, performing a number of activities, including:

- Publicizing the program and recruiting students -- teachers organize in-class announcements, public address announcements, meetings for interested students, and meetings for parents of interested students.

- Fundraising -- in an effort to raise merit donations, teachers (or students directed by teachers) write letters to and meet with potential donors, such as the Kiwanis Club or a local business. Teachers also help students organize events such as raffles, dances and "work-a-thons."

- Preparation -- teachers meet with students to discuss current events, to explain the structure of government, to teach students how to ask good questions in a seminar, and to make sure they understand what behavior is expected during the trip.

- Educational followup -- teachers (or students directed by teachers) write thank-you notes to donors and congressional representatives and help students organize post-program educational activities such as voter registration drives.

Teachers also select the student fellowship recipient(s), handle the paperwork involved in enrolling each student, and participate in the week in Washington program. The Close Up Foundation

assists school coordinators by providing advice, guidebooks, and academic publications. While the duties of a school coordinator are quite demanding for first-time teachers, they become easier with experience.

Individual school boards of each school system must approve participation in the program, thereby allowing teachers and students to be absent from school for one week and approving the use of a substitute teacher (the cost of a substitute teacher can range from $35 to $65 a day, depending on the school system).

The preparation and paperwork activities required of the schools in a community are often organized by an area coordinator, a volunteer teacher or administrator who is a veteran of many Washington visits. The area coordinator organizes participating schools at the substate level but is not usually responsible for bringing students to Washington. An area coordinator's responsibilities include holding planning meetings for school coordinators and collecting money. The area coordinators often travel to Washington with the school coordinators and students from the schools they helped to organize.

The organizational structure discussed above, however, does not apply to the Program for Older Americans since older Americans are not enrolled in high school. For this Washington-based program, participants are recruited by word of mouth, through mail advertisements, through Close Up's volunteer network, and through a number of organizations serving the aging.[4]

NATURE OF THE PROGRAMS

Close Up's Washington-based programs are well-run civics education programs.

The Ellender Fellowship Program provides fellowships for three Close Up Foundation programs -- the Washington Program for High School Students and Educators, the Program for New Americans, and the Program for Older Americans. Although these programs serve different populations, the programs are similar in structure -- the main component of each is a week-long civics education course in Washington. The Close Up Foundation has modified the Program for New Americans and the Program for Older Americans to meet the differing needs of their participants. The

[4] These organizations include: American Association of Retired Persons, National Association of Area Agencies on Aging, National Council on Aging, Inc., National Council of Senior Citizens, National Caucus and Center on the Black Aged, Inc., National Association for Spanish Speaking Elderly, Inc., National Indian Council on Aging, Inc., National Pacific/Asian Resource Center on Aging, National Hispanic Council on Aging, and District of Columbia Office on Aging.

Close Up Foundation also makes special provisions to accommodate participants with special needs, such as visually, hearing, and physically impaired students.

Within the program price, the tuition for each program is fixed,[5] while the transportation costs vary depending on the distance from Washington D.C. For the 1991-92 program year, the tuition for the Washington Program for High School Students and Educators is $698 for students and $748 for teachers. (Of the tuition components, room and board is $256 for students and $320 for teachers.) Tuition for the Program for New Americans for the 1991-92 program year is $748 for students and $798 for teachers. (Of the tuition components, room and board is $244 for students and $307 for teachers.) The Program for New Americans is more expensive than the Program for High School Students and Educators because of a lower staff-to-student ratio. In both programs, teachers have triple, rather than quadruple, occupancy in hotels.

Tuition for the Program for Older Americans for program year 1991-92 is $889, which is higher than the cost of the other two programs because of double occupancy in hotel rooms, an extra day at the hotel (as this program is one day longer than the other two), and a lower staff-to-participant ratio.[6] (Of the tuition components, room and board is $505.)

Washington Program for High School Students and Educators

The Washington Program for High School Students and Educators is the oldest and by far the largest of the three programs supported by the Ellender Fellowship Program. Close Up staff describe the program as a week-long immersion course in civics. Almost every aspect of the program, down to roommate assignments (where students learn about other students from different parts of the country) and bus rides through the streets of Washington, is designed to teach students about government and citizenship.

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[5]As discussed earlier, tuition includes six nights of hotel lodging; ground transportation in and around Washington; all meals during the program; all program instruction; all sightseeing, entertainment, and excursions; all academic materials; tickets to the theater or other cultural event; a final banquet and dance; full administrative supervision; 24-hour nursing consultation; supplemental life, health, and accident insurance policy; all tips and gratuities; and a $50 nonrefundable registration deposit.

[6]For each of the three Washington-based programs, there are curricular options, including Close Up Washington and Williamsburg, and Close Up: The U.S. in the Global Community.

Pre-Program Preparation

The Close Up Foundation expects, but does not require, that there will be pre-program preparation, believing that a prepared student benefits more from the program week than does an unprepared student. The national organization helps teachers prepare students by sending Close Up publications, such as *Current Issues* and *Preparing for Close Up*, to participating schools. The Close Up Foundation also suggests a number of group preparation activities in *The Sourcebook*, a guide for teachers participating in Close Up. The basic thrust of this preparation is to inform students about the basic structure (federalism, three branches of government, etc.) and function of American government, and to make them aware of current issues confronting policymakers. In keeping with the Foundation's policy of nonpartisanship, the writers of these publications have taken great pains to present more than one side of each issue discussed.

Academic preparation for the Washington Program, like recruitment and fundraising, depends on the leadership of the school coordinator and the motivation of the student participants. Many teachers base preparation activities on the Close Up publications, and organize meetings and discussion groups after school, at nights, or on the weekends. At least one Close Up community holds a large, multi-school meeting at which state and local officials give seminars with question-and-answer sessions modelled on the seminars the students will attend in Washington. The area coordinator responsible for this meeting said that it helps to build the students' self-confidence and sharpen their questioning skills.

In addition to preparing for the Close Up program, students must make arrangements for the homework, classwork, tests, and quizzes that they will miss during their week in Washington. Arrangements vary from school to school. Some teachers excuse work for Close Up participants, some students do their work ahead of time, and others make up their work afterwards. Some schools participate in Close Up just before spring break, so students can make up their work during vacation. At least one district has a policy of not excusing absences for any kind of travel; participation in Close Up is not an excused absence, so participants come to Washington over spring break.

The Week in Washington

On any given Sunday during the program year -- which runs from October to June, but is most active from January to June -- groups of students and teachers from several different states and

communities arrive in Washington by bus or airplane. Once in the Washington area, the participants go to one of six hotels located in suburban Virginia or Maryland. There are generally 150 to 200 students in one hotel, and each hotel houses students and teachers from as many as 10 different communities. At the hotels, the students are grouped four to a room; a student may room with one friend from school, but the other two roommates will come from a different community. Close Up makes, and strictly enforces, these room assignments to promote interaction among students from different regions and backgrounds. During the program week, no distinction is made between students who are fellowship recipients and other students.

Students

At the beginning of the program week, students are assigned to workshop groups, headed by program instructors (PIs), each of whom is responsible for 15 to 20 students from 4 or 5 hotel rooms. Members of a workshop group participate in most of the week's activities together, except for legislative seminars (which are grouped by congressional district or state), student-teacher meetings (which are grouped by school), and topical seminars (which are grouped by students' choice of topics).

The coordination of these various groupings is just one of the impressive logistical feats accomplished during a program week. The program runs efficiently and smoothly. For instance, before a seminar, the charter buses wait in front of the appropriate building while the PIs brief the students on the seminar topic. Meanwhile, another PI checks to make sure the auditorium is open and the speaker is ready; when all is ready, the students come in and sit down. The speaker and his or her topic is introduced, and the speaker begins. After about 20 minutes, the speaker takes questions from the students. If the speaker forgets that it is time for questions, a PI reminds him or her. After the question-and-answer session, the PIs thank the speaker and conduct the students to the waiting buses. Once on the bus, the PIs count heads and report to a lead PI. Once everyone is accounted for, the buses leave for the next event, and the PIs debrief students on the seminar topic. This level of planning and organization, evident throughout the program, frees the participants from logistical concerns.

In addition to being well run, the week is filled with events. The students have a busy schedule as they participate in the following nine program components:

- Daily briefings;
- Government and issues seminars;

- Daily workshops;
- Topical seminar;
- Legislative seminar;
- On-site study visits;
- Student-teacher meetings;
- Scheduled independent activity time; and
- Social activities.

A sample schedule is provided in Appendix B, Figure B.1.

Daily briefings (workshop groups). Prior to seminars, program instructors brief students with background information on the speaker and his or her topic in an effort to prepare students for the question-and-answer session.

Government and issues seminars (hotel group). These seminars, which include the entire group from a hotel, feature a Washington expert who gives an introductory talk on a particular topic of interest, then spends an equal or greater amount of time taking questions from the students. Each year Close Up schedules some 1,600 outside speakers for its student and teacher programs. None of the speakers receives compensation. Speakers have included Eleanor Clift, John Florez, Andrew Card, Robert Novak, Arnaud de Borchgrave, Dr. Antonia Novello, Gary Nordlinger, David Gergen, Stuart Eizenstat, Warren Burger, Vernon Jordan, Jack Valenti, Wayne LaPierre, Jack Anderson, Colman McCarthy, Helen Thomas, Sarah McClendon, Ed Rollins, and Robert Bork.

PIs prepare students for the seminars by briefing them beforehand on the speaker and his or her topic and encouraging students to formulate questions. During the seminars, PIs monitor student behavior, ask the speaker to clarify points or vocabulary that the students may not understand, and make certain that the students can hear other students' questions. Students with questions raise their hands and stand up, and give their names and hometowns before asking their questions. After the seminars, PIs debrief their workshop students on the bus by asking them questions about the speaker and his or her topic and views. Seminar speakers represent a variety of viewpoints and cover topics such as foreign policy, crime, and the role of the judiciary.

Daily workshops (workshop groups). The daily workshops, one- to two-hour long meetings led by each PI with his or her assigned workshop group, serve to pull together various elements of the program week. Because workshop groups are small, students are more willing to speak up, express their opinions, and take chances in workshops than they are in larger settings, such as seminars. PIs can use a number of different formats for workshops, including discussions, role-plays and simulations, debates, and case study formats. The PI gives introductory or background information and manages the workshop. Workshop topics include the drug crisis, the federal budget process, terrorism, the environment, and the First Amendment.

Topical seminar (hotel group divided by students' choice of topic). Like workshops, topical seminars are discussion sessions led by PIs. However, PIs have more freedom in choosing subjects in which they have particular knowledge or interest, and students are allowed to choose among four or five topical seminars simultaneously offered by different PIs, rather than remaining with their assigned workshop group and PI. Topical seminars, which require more preparation and background work on the part of the PIs, are offered once during the program week. Topical seminars present issues such as nuclear energy, redistricting, and foreign aid.

Legislative seminar (states or congressional districts). Close Up schedules seminars with students' congressional representatives, senators, or staff members. Students attend the legislative seminar with their own representative or senator, so the workshop groups, which usually include students from several different states, are temporarily disbanded.

On-site study visits (varies in size, from workshop groups to entire program). This program component includes tours or visits to specific points of interest in and around Washington. Study visits to places such as the Lincoln and Vietnam Memorials include time for instructor-led discussion and time for the students to explore the site. Other on-site study visits include: the Walking Workshop on Capitol Hill, which prepares students for the legislative seminars and gives them the layout of the Capitol Hill area, should they want to explore it during the independent activity time on Friday; and the Washington Study Visit, a bus-based activity in which PIs discuss issues and problems, such as crime and homelessness, facing Washington and other large cities.

Student-teacher meetings (school groups). Three times during the week, students meet with the teacher from their high school to discuss the week's events.

Scheduled independent activity time. On Friday, students are allowed to explore Washington independently. Some visit monuments and museums on the Mall and others go to the National Archives or the National Zoo, but many students choose to go to Georgetown.

Social activities. The social activities include lunches, dinners, a night at the theater, and a farewell banquet and dance.

Educators (teachers and administrators)

School coordinators, who stay in the same hotel with their students during the program week, can observe the student program or participate in their own specially designed Program for Teachers. Like the student program, the Program for Teachers includes seminars and workshops on such current issues as the deficit or critically viewing the media, educational tours of Capitol Hill and city neighborhoods, and study visits to historical and cultural sites in the Washington area such as Monticello and Gettysburg. Teachers also get an opportunity to meet and exchange ideas with their counterparts from around the country. Teachers have more flexibility and free time than do students, so Close Up gives teachers a *Resource and Highlight Guide* to help them if they want to conduct research or pursue a topic of special interest during their stay. Teachers attend other events such as Supreme Court hearings, Senate debates, exhibits at the Smithsonian Museum of American History, lectures at the Brookings Institute, and performances at Ford's Theatre. Some teachers collect instructional materials for their classrooms from congressional offices, educational associations, executive agencies, lobbying organizations, think tanks, and museums, while other teachers spend time during the week doing research for their advanced degrees at the Library of Congress and the National Archives.

Although teachers have been involved with the Ellender Fellowship Program as school coordinators since its inception, the separate program for teachers was not initiated until 1975. Prior to the development of the Program for Educators, teachers accompanied the students. Many teachers, however, felt that they should have their own program, and some teachers would dominate seminar question-and-answer sessions, making the students, who habitually defer to teachers, less willing to participate. A separate teacher program allows teachers to be involved without interfering with student participation. Even so, teachers, especially those on their first Close Up visit, are still encouraged to "shadow" parts of the student program, so that they understand the student program and can tell prospective students and their parents what to expect. Shadowing the student program also allows teachers to see what (and how) Close Up is teaching. At a minimum, teachers and students are

together for the first seminar (called the Keynote Address), the visit to Capitol Hill, and three scheduled student-teacher meetings during the week. Teachers also assist with medical emergencies or disciplinary problems if necessary.

A sample schedule is shown in Appendix B, Figure B.2.

Program Followup

The Close Up Foundation encourages, but does not require, program followup, although the type and extent of program followup varies from school to school. At many schools, teachers help the students give a presentation describing their participation in Close Up to the local groups and businesses which donated funds. These presentations thank the donors and create good will, by showing the donors how their money was spent. Putting together a presentation also makes the students think about what they learned during their Close Up week. Student participants also write articles describing the week for local newspapers and meet with potential participants to encourage them to join.

Other schools are more ambitious, organizing local Close Up programs modeled on the Washington seminars,[7] setting up a "Town Hall" teleconference, or initiating voter registration drives. The level of followup activity appears to depend primarily on the enthusiasm and willingness of the students. Some teachers do not want to impose followup activities on unwilling students, but are always ready to help students who are eager to work on community projects.

Program for New Americans

The one-week visit to Washington for participants in the Program for New Americans is very similar to the Washington Program for High School Students and Educators. In structuring the Program for New Americans, Close Up takes into account that participants typically have limited English skills and are not well grounded in American government. Program content, while varying from week to week because of different speakers, tends to focus on social issues such as education, immigration policy, and crime -- issues that are relevant to the participants' lives. A new stream of programs for New Americans involving migrant students was introduced on a pilot basis in 1991.

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[7]Close Up sponsors the development and implementation of community-based programs on local and state government, modeled after the Washington-based program. In 1991, over 200 local/state programs were conducted in 50 states, involving about 70,000 students.

Preparation and followup activities are more formally structured than those in the Washington Program for High School Students and Educators. For example, the Program for New Americans includes:

- Local learning activities -- to help recent immigrants learn about state and local government, Close Up organizes activities including study visits to city hall or the state legislature; and

- Community service projects -- to help new Americans learn about civic participation, Close Up helps students organize projects such as voter registration drives, peer counseling, visits to retirement homes, and recycling programs.

Other differences between the two programs include: (a) curricular materials written in simpler language because most recent immigrant student participants are not native English speakers, and (b) a lower student/program instructor ratio.

A sample schedule is presented in Appendix B, Figure B.3.

Program for Older Americans

While the structure of the week in Washington for the Program for Older Americans is similar to that of the other two programs, Close Up does structure the program at a slower pace and with more participant options than the two high school programs. On-site content focus is often driven more by the participants; for instance, in a congressional seminar, participants in the Program for Older Americans tend to ask more questions about Medicare than about Head Start. Health issues are of great interest to older Americans so there is always a focus on health and aging issues built into the program week. Also, the Program for Older Americans is a day longer and participants have double, rather than quadruple, occupancy in hotel rooms.

A sample schedule is provided in Appendix B, Figure B.4.

3. SELECTION OF SCHOOLS, SELECTION OF ELLENDER FELLOWSHIP RECIPIENTS, AND TRENDS IN PARTICIPATION

In this section, we discuss the selection of schools, the selection of fellowship recipients, and trends in the numbers of fellowship recipients and total participants in the Washington-based programs.

SELECTION OF SCHOOLS

> *Schools participating in the Close Up Foundation's Washington Program for High School Students and Educators come from all 50 states, the District of Columbia, Puerto Rico, and the other territories, and come from urban, suburban, and rural and small town areas. While no information is collected on the disadvantaged status of the schools' student populations, Close Up estimates that at least one-third of its participating schools have a student population with significant numbers of "at-risk" students.*

As discussed earlier, the Close Up Foundation's organizing structure for its Washington-based programs is the community. In the 1990-91 program year, there were more than 120 Close Up participating community program sites (see Appendix C, Figure C.1 for a list of these community program sites). Within communities, the number of schools that participate in a Washington-based program in any given year will vary. In program year 1990-91, there were 2,584 schools participating in the Washington Program for High School Students and Educators and 165 schools participating in the Program for New Americans. According to Close Up staff, approximately 80 to 90 percent of the participating schools have participated in prior years.

To recruit new schools, each year Close Up compiles a list of prospective schools, based upon input from local and state educational agencies. Once a specific school or district is targeted, the schools are invited to participate in the program through a series of letters, telephone calls, and school visits. Close Up's efforts to include schools from different geographic areas; schools from urban, rural, and small town areas; schools with at-risk populations; and schools for children with disabilities are discussed below.

Schools from Different Geographic Areas

Over the years, the Close Up Foundation has recruited schools from a wide variety of geographical backgrounds. Since 1985, schools from all 50 states, the District of Columbia, Puerto Rico, and the other territories have participated in the Washington Program for High School Students

and Educators. In the 1990-91 program year, schools from 25 states and the District of Columbia participated in the Program for New Americans. Figure C.2 in Appendix C provides a list of the number of participants and fellowship recipients by national outreach community[8] and shows the extension of Close Up into all geographic areas.

Schools from Urban, Rural, and Small Town Areas

The legislation authorizing the Ellender Fellowship Program states that "... every effort will be made to ensure the participation of students and teachers from rural and small town areas, as well as from urban areas..." (Section 4312(b)(3)). The urbanicity of the participating schools in the Washington Program for High School Students and Educators in program year 1990-91, shown in Table 2, demonstrates that Close Up draws schools from all areas.

[8]Close Up's national outreach communities are generally organized by state, although some are metropolitan areas, (e.g., Dallas/ Ft. Worth), interstate areas (e.g., Kentucky, West Virginia, Ohio Tri State), and special populations (e.g., visually impaired).

Table 2

Percentage of High Schools* Participating in the Washington Program for High School Students and Educators, by Urbanicity Program Year 1990-91

Urbanicity	Percentage of Schools Participating in Close Up's Washington Program for High School Students and Educators	Percentage of All High Schools
Large central city	16.2	6.6
Mid-size central city	16.1	10.3
Urban fringe of large city	17.5	10.2
Urban fringe of mid-size city	9.2	8.2
Large town	1.6	1.6
Small town	19.2	24.6
Rural	20.1	38.4

* High school is defined as a school with a tenth, eleventh, or twelfth grade. (For a description of the methods used to determine the schools' urbanicity, see Appendix D.)

Roughly 32 percent of participating high schools are from urban areas, 27 percent from suburban areas, and 41 percent from rural and small town areas. Although the percentage of participating high schools in urban areas is higher than the percentage of all high schools in urban areas, a substantial proportion of high schools from rural and small town areas participate in the Washington Program for High School Students and Educators.

The urbanicity of schools participating in the Program for New Americans in program year 1990-91 differs from that found in the Washington Program for High School Students and Educators, although this program also involves schools from all areas (see Table 3).

Table 3

Percentage of High Schools* Participating in the Program for New Americans, by Urbanicity
Program Year 1990-91

Urbanicity	Percentage of Schools Participating in Close Up's Program for New Americans	Percentage of All High Schools
Large central city	45.9	6.6
Mid-size central city	14.4	10.3
Urban fringe of large city	14.4	10.2
Urban fringe of mid-size city	7.5	8.2
Large town	0.7	1.6
Small town	12.3	24.6
Rural	4.8	38.4

* High school is defined as a school with a tenth, eleventh, or twelfth grade. (For a description of the methods used to determine the schools' urbanicity, see Appendix D.)

Forty-six percent of the schools participating in the Program for New Americans are in large, central city areas, where recent immigrants tend to be located and which are likely to have large, organized ESL programs.

Schools with At-Risk Populations

Just as the Close Up Foundation works to draw students from a variety of geographical areas, it also seeks to include students from different social and economic backgrounds. Although the Close Up Foundation does not collect specific data on the disadvantaged status of its schools' student

populations,[9] Close Up estimates that at least one-third of its currently participating schools are "at-risk." Close Up's criteria for at-risk schools, developed in cooperation with local and state education officials, include schools with significant numbers of:

- Low-income students;
- Geographically isolated students;
- Native American students;
- Recent immigrant students;
- Hearing, visually, or physically impaired students; and
- Inner city students.

To encourage greater participation of economically disadvantaged students from these at-risk schools, the Close Up Foundation provides some of these schools with multiple student fellowships rather than the typical single student fellowship. For example, schools in New Orleans, Cleveland, San Francisco, and Milwaukee have received multiple students fellowships, as have schools which serve at-risk students in Puerto Rico and Alaska. At least 140 schools will receive multiple student fellowships during the 1991-92 program year.

Schools for Children with Disabilities

The Close Up Foundation has also made efforts to allow students with disabilities to participate in the Washington Program for High School Students and Educators. At total of 75 participants from 16 schools for the visually impaired and 194 participants from 40 schools for the hearing impaired took part in the Washington Program for High School Students and Educators during the 1990-91 program year. Forty hearing-impaired and 16 visually-impaired students received full or partial Ellender fellowships. Interpreters were provided for the hearing impaired, and taped editions of various Close Up publications were available for the visually impaired. A specially equipped van was

[9]Information is collected, however, on the family income of the student fellowship recipients (see selection of fellowship recipients). Also, the ethnic distribution of 1991 participants in the Washington Program for High School Students and Educators is as follows -- 71 percent are White, 12 percent are Hispanic, 7 percent are Black, 7 percent are Asian or Pacific Islander, and 3 percent are American Indian, Eskimo, or Aleut.

provided during a week when students with severe orthopedic disabilities participated in the Washington Program.

SELECTION OF RECIPIENTS

Overall, teachers receive more than twice the amount of fellowship funds as do students in the Washington Program for High School Students and Educators. The Close Up Foundation has chosen to provide more fellowship funds to teachers than to students in order to establish and maintain its network of educators. These are ambiguities in the law, however, concerning the intended recipients of fellowship funds.

The selection criteria for fellowship recipients for each of the three Washington-based programs are described below, concluding with a discussion of ambiguities in the law as to the intended fellowship recipients.

Washington Program for High School Students and Educators

Each summer, the Close Up Foundation determines its fellowship commitments to schools in each of its communities for the upcoming program year. Typically, the Foundation commits 1.6 fellowships for each participating school -- one full 100 percent fellowship goes to the Close Up school coordinator and the other 60 percent of a fellowship goes to one or more low-income students. Of the 2,584 schools that participated in the Washington Program for High School Students and Educators in program year 1990-91, fellowships were awarded as follows:

- 1,315 schools awarded a full teacher fellowship and the .6 student fellowship to one student;
- 463 schools awarded a full teacher fellowship and split the .6 student fellowship among two or more students;
- 571 schools received only teacher fellowships;
- 101 schools received only student fellowships; and
- 134 schools received no Ellender fellowship assistance.

The Close Up Foundation recommends that the school coordinator, or a committee that includes the coordinator, select the student fellowship recipients. All student fellowship recipients must meet the following requirements:

- Applicants must be in grade 10, 11, or 12 and doing satisfactory work toward a high school diploma;
- No student may receive fellowship funds more than once;
- Foreign exchange students are not eligible; and
- Applicants must demonstrate financial need; that is, total annual gross income of an applicant's family must not exceed:

Number of Dependents	Income
1	$12,400
2	$17,200
3	$21,100
4	$25,200
5	$27,800
6	$29,700
7 or more	$33,100

While these criteria are relatively straightforward, the actual selection of fellowship recipients is not. If more than one eligible candidate is interested, the school coordinator must decide who is the most interested, the most likely to work to raise the additional funds not covered by the fellowship, and the most likely to derive the greatest benefit from participation in Close Up. Often, the 60 percent fellowship is divided among several low-income students. Close Up encourages splitting fellowships, but advises that they not be split more than three ways, and forbids them to be split more than four ways. Of the 2,409 student fellowship recipients in the Washington Program for High School Students and Educators in program year 1990-91, 1,361 received full (60 percent) fellowships and 1,048 received partial fellowships.[10] The student fellowship recipients had an average family income of $16,544 and an average of four dependents per family.

According to Close Up staff and school coordinators, receiving the Ellender Fellowship funds motivates the recipients to raise the remainder of the program fee. Student fellowship recipients make

[10]These numbers do not include fellowships that went to participants not supported by the Ellender Program, such as participants from Canada.

up the difference between the program fee and the .6 (or less) of a fellowship by participating in fundraising activities, such as candy sales or car washes, and by soliciting financial support from local clubs and businesses with the assistance of the school coordinator. Nonfellowship students also participate in these fundraising activities to reduce their own costs.

Selection of recipients of the school coordinator (teacher) fellowship is left to the principal of the participating schools. Three general models are followed. In many schools, one particular teacher is, in effect, the permanent coordinator and brings students every year. In other schools, teachers in the social studies department rotate the school coordinator's duties (and fellowship) annually. In yet other schools, participation follows a cycle -- for instance, a teacher and the school will visit Washington two years in a row, take a year off, and then participate for another two years.

Fellowships may also be awarded to other school or administrative officials in participating communities. These full 100 percent administrative fellowships typically are provided to area coordinators; other recipients may be state or district officials who wish to examine the Close Up program prior to deciding on their participation in the program. In the 1990-91 program year, Close Up awarded 125 administrative fellowships. (This number includes administrative fellowships in the Program for New Americans.)

Under the 1990-91 distribution, more fellowships and fellowship funds are awarded to school coordinators and administrators than to students. (See Table 4.)

Table 4

Washington Program for High School Students and Educators
Fellowships and Fellowship Funds
Program Year 1990-91

	Number of Fellowships	Ellender Funds and Other Nonfederal Donations ($)
Students	2,409*	1,067,822
School coordinators and administrators	2,553	2,474,478
Total	4,962	3,542,300**

* This number includes full (60 percent) and partial student fellowships.

** This amount differs from the $3,600,767 figure provided earlier because this amount does not include funds for fellowship recipients supported entirely by nonfederal funds.

Providing funds for a school coordinator in each school allows Close Up to recruit more full-paying student participants, though not necessarily more disadvantaged students, in more schools from a variety of geographical areas.

However, by spending more fellowship funds on educators, fewer funds are available for fellowships for disadvantaged students. In 1973, the Close Up Foundation allocated two full student fellowships and one full teacher fellowship to each participating school. Within the first year, it became apparent that disadvantaged students were splitting the fellowships and were able to raise the remainder (often with the help of their school coordinator) from local donors. The Close Up Foundation has capitalized on students' ability to raise funds locally by reducing the size of the student fellowships.[11] Currently, a student fellowship covers sixth-tenths of the program price. Due to this change in the allocation of student fellowships, Close Up spends less on student fellowships

[11]According to Close Up staff, the teacher fellowships remained at 100 percent of the program price because teachers were less able than students to raise funds from local donors. (Similarly, fellowship recipients in the Program for Older Americans have difficulty raising funds from local donors, so their fellowships are 100 percent of the tuition price, and they often receive further funding assistance to pay for transportation costs.)

and more on teacher fellowships. Students continue to split the six-tenth fellowships, and continue to make up the difference from local sources.

Program for New Americans

Although the selection and distribution of fellowships for the Program for New Americans is similar to the Washington Program for High School Students and Educators, there are two primary differences. First, in addition to the income requirements described above under the Washington Program for High School Students, student fellowship recipients in the Program for New Americans must:

- Be from any country of origin other than the United States;
- Be in the 10th or 11th grade;
- Have resided in the United States for up to five years;
- Be (minimally) proficient in English;
- Be considered by their educators to be in need of an academic supplement to bolster their performance in the social studies;
- Make a commitment to participate in all three aspects of the program (preparation, Washington Week, and followup);
- Complete a one-page autobiography which is sent to Close Up when they enroll in the program; and
- Make every effort to involve their parents or guardians in some aspect of their participation in the program.

Second, for each school coordinator's full 100 percent fellowship, an average of four 60 percent student fellowships is awarded; that is, the Close Up Foundation commits 3.4 fellowships for each participating consolidated educational unit (which may be a school district's ESL department or a school). By providing more student fellowships to each consolidated educational unit, Close Up reaches more economically disadvantaged students in this Washington-based program.

In the 1990-91 program year, of the 921 students in the Program for New Americans who received Ellender fellowships, 79 received full (60 percent) fellowships, and 842 received partial

fellowships. The average family income of the fellowship recipients was $15,136, with an average of four dependents per family.

Under the 1990-91 distribution, more fellowships and fellowship funds are awarded to students than to school coordinators and administrators, as shown in Table 5.

Table 5

Program for New Americans
Fellowships and Fellowship Funds
Program Year 1990-91

	Number of Fellowships	Ellender Funds and Other Nonfederal Donations ($)
Students	921*	393,751
School coordinators and administrators	134	139,243
Total	1,055	532,994

* This number includes full (60 percent) and partial student fellowships.

Program for Older Americans

Fellowships awarded under the Program for Older Americans are often for full tuition because older Americans have more difficulty than high school students raising funds from the community. Additional Ellender funds are available for transportation for those most in need.

To be eligible for a fellowship in this Washington-based program, an applicant must:

- Be at least 55 years old (participants who pay their own way must be over 50);
- Be a U.S. citizen;
- Not be a prior participant (and only one fellowship per household per year is allowed);

- Have expressed interest and be willing to become more involved in civic affairs upon their return home; and

- Satisfy the following income requirements--

Number of Dependents	Income
1	$11,800
2	$16,400
3	$20,100
4	$24,000
5	$26,500
6	$28,300
7 or more	$31,500

The Close Up Foundation also provides administrative fellowships to adults who work in organizations serving the aging. Because some of these adults may be under 55, and therefore ineligible for Ellender fellowships, these administrative fellowships are funded separately.

Under the 1990-91 distribution, 104 fellowships for the Program for Older Americans were funded through the Ellender grant, while the 43 administrative fellowships were funded with nonfederal donations, as shown in Table 6.

Table 6

Program for Older Americans
Fellowships and Fellowship Funds
Program Year 1990-91

	Number of Fellowships	Ellender Funds and Other Nonfederal Donations ($)
Older Americans	104	88,744*
Administrators	43	34,344**
Total	147	123,088

* From Ellender funds.
** From nonfederal donations.

Ambiguities in the Law Regarding Intended Fellowship Recipients

The legislation authorizing the Ellender Fellowship Program is ambiguous as to the intended recipients of fellowship funds. Figure E.1 in Appendix E presents the most recent reauthorization -- Title IV, Part C of the Elementary and Secondary Education Act of 1965, as amended by the Augustus F. Hawkins - Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988, P.L. 100-297. First, Subpart 1--Program for Secondary School Students and Teachers--Section 4311(b) states "Grants under this subpart shall be used only for financial assistance to economically disadvantaged students and *their teachers* (italics added) ...," while Section 4312(b)(1) states "...that fellowship grants are made to economically disadvantaged students and *to secondary school teachers;* (italics added) ...." This ambiguity is an issue only for those teacher and administrator fellowship recipients who do not bring with them student fellowship recipients. For example, in program year 1990-91, there were 571 schools receiving only teacher fellowships under the Washington Program for High School Students and Educators, and 125 administrator fellowships were awarded for the two high school programs.

Second, Subpart 2--Program for Older Americans and Recent Immigrants--Section 4321(b) and Section 4322(b)(1) states that fellowship grants are for "economically disadvantaged older Americans and recent immigrants...," making no specific mention of secondary school teachers.

In documents submitted to ED, Close Up has explicitly discussed the participation of teachers and administrators, and their receipt of fellowships under both high school programs.

TRENDS IN FELLOWSHIP RECIPIENTS AND TOTAL PARTICIPATION

> *The increase in Ellender funds over the past five years has not been matched by a corresponding increase in the number of fellowship recipients or total participants. Instead of using the federal increase to fund more fellowships, the Close Up Foundation has used it to reduce the amount of corporate and philanthropic donations spent on fellowships. The Close Up Foundation has decided to use more of its corporate and philanthropic donations to expand its other civics education programs.*

The Ellender Fellowship Program's appropriation increased from $1,626,671 in Fiscal Year 1986 to $3,703,000 in Fiscal Year 1990. (See Appendix F for the funding history of the Ellender Program.) In Fiscal Year 1986, the Program for New Americans was not in existence and the Program for Older Americans did not receive Ellender fellowship funds, so the $1.6 million

appropriation supported fellowships for the Washington Program for High School Students and Educators.

Of the $3,703,000 in Ellender funds appropriated for Fiscal Year 1990 (for use in Fiscal Year 1991, the 1990-91 program year), $3,084,000 went to fellowships for the Washington Program for High School Students and Educators, $530,256 went to fellowships for the Program for New Americans, and $88,744 went to fellowships for the Program for Older Americans.[12] Trends in each of the three programs are discussed below.

Washington Program for High School Students and Educators

Despite the large increase in Ellender funds for the Washington Program for High School Students and Educators, the number of total participants, student fellowship recipients, and teacher fellowship recipients has decreased. Although total participation in 1990-91 was affected by the Persian Gulf War,[13] this lack of growth in the Program for High School Students and Educators was not a single year anomaly, as can be seen in Table 7.

[12]These amounts do not include fellowships that went to participants not supported by the Ellender Program, such as participants from Canada and administrators of organizations serving the aging.

[13]Thirty-five schools representing 387 participants cancelled as a direct result of the Persian Gulf War. Since the Close Up Foundation commits fellowships at a rate that anticipates school attrition, fellowships that were not used because of the Gulf War were used later in the program year by other students and teachers.

Table 7

Number of Participants and Fellowship Recipients
Washington Program for High School Students and Educators
Program Years 1986-87 to 1990-91

Program Year	Total Participants	Student Fellowship Recipients		Teacher and Administrator Fellowship Recipients	Total Fellowship Recipients
		Full (60%)	Partial		
1986-87	23,380	1,625	1,033	2,887	5,545
1987-88	24,292	1,592	855	2,773	5,220
1988-89	25,593	1,806	682	2,716	5,204
1989-90	23,928	1,441	1,038	2,730	5,209
1990-91	21,612	1,361	1,048	2,553	4,962

Note: Participants who received fellowships not supported by the Ellender Program are not included in the fellowship categories in this table. They are, however, included in the total participant category.

Several factors combined may explain this increase in federal funding accompanied by a decrease in the number of fellowships:

- Tuition increased over this period from about $550 for students or teachers to about $681 for students and $731 for teachers. (As mentioned above, the teacher tuition was recently differentiated from the student amount to reflect the different costs of teachers and students.) Airfare also increased during this period.

- While the amount of Ellender funds increased, the amount of nonfederal funds combined with the Ellender funds for the Washington Program for High School Students and Educators dropped sharply, from over $1.6 million in 1986-87 to just over $458,000 in 1990-91, as can be seen in Table 8. As discussed below, this reflects a conscious decision by the Close Up Foundation to shift its donations from the Washington Program to its other civics education programs.

Table 8

Amounts of Federal and Nonfederal Funds for Fellowships
for the Washington Program for High School Students and Educators
Program Years 1986-87 to 1990-91

Program Year	Ellender Fellowship Funds ($)	Nonfederal Funds that were Combined with Ellender Funds ($)
1986-87	1,626,671	1,670,225
1987-88	1,700,000	1,633,487
1988-89	2,394,000	1,027,082
1989-90	2,964,000	537,990
1990-91	3,084,000	458,300

While there was a decrease in the amount of nonfederal donations combined with Ellender funds to support fellowships, the amount of corporate and philanthropic support raised by the Close Up Foundation increased significantly during this same period, according to financial audits of the Close Up Foundation conducted by KPMG Peat Marwick. (See Table 9.)

Table 9

Total Donations Raised by the Close Up Foundation
Program Years 1986-87 to 1990-91

Program Year	Total Donations Raised by Close Up's National Organization ($)
1986-87	1,923,798
1987-88	2,007,800
1988-89	2,162,291
1989-90	3,158,706
1990-91	4,644,094

Although the total donations raised by the Close Up Foundation increased over this five-year period, the amount of donations earmarked by Close Up and its donors for the Washington Program for High School Students and Educators decreased. (See Table 10.)

Table 10

Private Donations Earmarked for the Washington Program
for High School Students and Educators
Program Years 1986-87 to 1990-91

Program Year	Private Donations Earmarked for the Washington Program for High School Students and Educators ($)
1986-87	1,028,579
1987-88	1,010,100
1988-89	701,344
1989-90	741,049
1990-91	608,055

The increase in overall corporate and philanthropic donations coupled with the decrease in donations earmarked for the Washington Program for High School Students and Educators indicates that donations earmarked by Close Up and its donors for Close Up's non-Ellender supported programs, such as CAAP and Citizen Bee, have increased. In effect, the increase in federal Ellender funding -- which has allowed Close Up to cover its fellowship commitments with less nonfederal funding -- has allowed Close Up to use more of its rising corporate and philanthropic donations to expand its other civics education programs and services.

Program for New Americans

Since its inception in 1987-88, the Program for New Americans has enjoyed tremendous growth, which has been aided by two factors. The first factor has been a notable increase in the number of split student fellowships, resulting in fewer full 60 percent student fellowships. (See Table 11.)

Table 11

Number of Participants and Fellowship Recipients
Program for New Americans
Program Years 1987-88 to 1990-91

Program Year	Total Participants	Student Fellowship Recipients		Teacher Fellowship Recipients	Total Fellowship Recipients
		Full (60%)	Partial		
1987-88	104	52	0	47	99
1988-89	478	366	0	105	471
1989-90	752	308	324	120	752
1990-91	1,082	79	842	134	1,055

Because the Program for New Americans is targeted at recent immigrants -- a population that has a high proportion of low-income students -- all but 27 of the program's participants received fellowship assistance. School coordinators for the Program for New Americans report having little difficulty in recruiting low-income students interested in participating in the program. In fact, one school coordinator said that she had a waiting list of interested students who were eligible for Ellender funds. With this amount of interest at the school level, it is not surprising that the vast majority of student fellowship recipients in the Program for New Americans received partial, rather than full 60 percent, fellowships.

The second factor contributing to the growth of the Program for New Americans has been the amount of funds available to the program through the Ellender Fellowship Program. (See Table 12.)

Table 12

Amounts of Federal and Nonfederal Funds for
Fellowships for the Program for New Americans
Program Years 1987-88 to 1990-91

Program Year	Ellender Fellowship Funds ($)	Nonfederal Funds that were Combined with Ellender Funds ($)
1987-88	0	55,734
1988-89	0	266,875
1989-90	409,061	0
1990-91	530,256	2,738

Like the Washington Program for High School Students and Educators, the Program for New Americans has received an increase in federal funding that has been accompanied by a decrease in the amount of nonfederal funds combined with Ellender funds. Over the four-year period, the amount of corporate and philanthropic donations earmarked for the Program for New Americans climbed rapidly, then fell sharply, as can be seen in Table 13.

Table 13

Private Donations Earmarked
for the Program for New Americans
Program Years 1987-88 to 1990-91

Program Year	Private Donations Earmarked for Program for New Americans
1987-88	$112,000
1988-89	173,000
1989-90	282,500
1990-91	89,300

Program for Older Americans

Over the time the Program for Older Americans has received Ellender funds, the number of participants and the number of fellowship recipients has remained constant, as seen in Table 14. All Older American fellowships are supported by Ellender funds ($84,939 in program year 1989-90 and $88,744 in program year 1990-91), while all administrator fellowships are supported by nonfederal funds ($37,372 in program year 1989-90 and $34,344 in program year 1990-91).

Table 14

Number of Participants and Fellowship Recipients
Program for Older Americans
Program Years 1989-90 and 1990-91

Program Year	Total Participants	Older American Fellowship Recipients	Administrator Fellowship Recipients	Total Fellowship Recipients
1989-90	784	106	32	138
1990-91	784	104	43	147

4. ROLE OF THE U.S. DEPARTMENT OF EDUCATION

The Department of Education has played a limited role in monitoring the Department's grant with the Close Up Foundation. Current reporting does not readily provide the types of information to enable ED to adequately monitor the grant.

The U.S. Department of Education (ED), Office of Elementary and Secondary Education, administers the Ellender Fellowship Program with a "hands-off" approach. Over the last several years, ED personnel have done little monitoring of the Ellender Fellowship Program beyond reviewing the two required documents Close Up submits to the Department -- a proposal/workplan and a final progress technical report. Site visits and telephone monitoring calls to the Foundation have been infrequent and cursory. Because the grant is noncompetitive -- the Close Up Foundation is named as the sole grantee in the legislation authorizing the funds -- the Department of Education acts as a conduit of funds from Congress to the Close Up Foundation.

While the limited monitoring role of the Department has not caused any apparent problems, the shifting of responsibility for the Ellender Fellowship Program from person to person within both the program office and the grants and contracts office has made it difficult to find out who is in charge.

While aspects of the Close Up Foundation's Washington-based programs and the Ellender Fellowship Program have changed over the past several years, Close Up's proposals/workplans and final progress technical reports have changed very little. Thus, the current reporting does not adequately provide relevant information to ED. For instance, the final progress technical report does not adequately distinguish data on the Washington Program for High School Students and Educators from data on the Program for New Americans. Furthermore, because the exhibits present overlapping categories, much of the data on funding, overall participation, and fellowship distribution is difficult to interpret.

The Close Up Foundation submits the proposal/workplan for the upcoming year in the spring to the ED program office. The proposal/workplan contains:

- Background information -- a discussion of the program's city/community concept (which refers to an attached document from 1973);
- Operating history (which refers to final reports from the previous year and 1973);

- Discussions and workplans of the Program for High School Students and Educators, the Program for Older Americans, and the Program for New Americans. The plan for each program includes (a) a list of the metropolitan or regional areas proposed for participation, (b) anticipated participation and general discussion of new emphases and directions for the upcoming program year, (c) program tuition for past year and estimated change for the upcoming year (exact figures for upcoming program year become available in July) and a discussion of program elements covered by tuition, and (d) a discussion of the fellowship selection process and selection criteria; and

- Discussion of fellowship program administration and fellowship payment information.

The program office in the Department of Education reviews the proposal/workplan to make certain that there are no unauthorized or illegal proposed uses of funds and sends a recommendation to the grants and contracts office. The grants and contracts office then negotiates with the Close Up Foundation the grant amount set by Congress.

Each fall, Close Up submits a final progress technical report to ED for the previous program year. This report contains discussions of the Allen J. Ellender student and teacher fellowships, fellowships for the Program for Older Americans and the Program for New Americans, and administrative fellowships. The report describes the administration of fellowships and the program, and discusses the educational impact and community involvement associated with the program. Most of the data on the past year's participation and funding is contained in the first four exhibits--

Exhibit A. Analysis of Program Tuition by Community,
Exhibit B. Analysis of Program Enrollment Statistics by Community,
Exhibit C. Analysis of Student Fellowship Recipients, and
Exhibit D. Analysis of Program Enrollment by State for the Program for New Americans.

Close Up brochures, sample schedules, and publications are appended to the report.

The Close Up Foundation also submits quarterly financial reports to the grants and contracts office. These reports are preprinted and sent to Close Up, and request such financial information as funds on hand and funds spent.

Annually, the Close Up Foundation is independently audited, and this information is available to ED. The most recent audit was performed by KPMG Peat Marwick and dated August 28, 1991.

5. EVALUATIONS

The Close Up Foundation performs weekly internal evaluations to monitor and improve its Washington-based programs. These evaluations focus on identifying logistical problems, rating seminar speakers, and gauging the effectiveness of program instructors and workshops. The literature review and interviews with Close Up staff revealed two completed studies in the past decade on the effectiveness of the program from the perspective of its participants (Turner 1984 and Harwood 1990).

CLOSE UP'S INTERNAL EVALUATIONS

The Close Up Foundation constantly seeks to improve its programs.

Close Up has two methods of obtaining weekly feedback from program participants on the quality of the program. First, at the end of each week at each hotel, Close Up Foundation staff give questionnaires to students and teachers. Each student is asked to rate the effectiveness of his or her Program Instructor, the amount of student participation in the nightly workshops, and the quality of the weekly topical session. Teachers rate and comment on each of the program week's components, the Close Up staff, and program services (registration, food, buses, hotel rooms, etc.). Both students and teachers are asked to provide suggestions and ideas for program improvement.

Second, the school coordinators meet with their students to get the students' feelings of the purpose of the Close Up week, themes explored during the week, the activities in which students learned the most, the political even-handedness of the staff, and the students' attitudes towards government and people from other parts of the country. The school coordinators then meet with the Close Up staff to relay the students' opinions and to give their own opinions. Close Up staff ask the assembled group about each component of the student and teacher program.

According to Close Up's final program and technical report submitted to the Department of Education, several trends have emerged in these internal evaluations:

- Students report that living with students from different parts of the United States for an entire week led them to unexpected and positive understanding about our country and greater appreciation of people from different backgrounds;

- Students commented that meeting with members of Congress and other government officials dispelled negative impressions and helped give them a greater feeling of empowerment;

- Students acknowledged that their interest in becoming more involved in civic activities increased throughout the week;
- Teachers said that the teacher program provided an excellent balance between structured learning activities and independent study time; and
- Teachers expressed their belief that the Close Up experience creates an enduring impact on participating students.

The fact that over 500 students a year choose to return to Close Up for a second or even a third time is another indication of positive student reaction to the program.

In other internal evaluations, school coordinators have expressed a fear that Close Up may be pricing itself too high, thus making the program too elitist. However, a comparison of Close Up's program fees to those of the current competitors does not support this assertion (see section 5 for a discussion of similar programs and their costs). Furthermore, a comparison of Close Up's current prices with those of past years shows a rate of increase below inflation (see Figure 1).

EXTERNAL EVALUATIONS

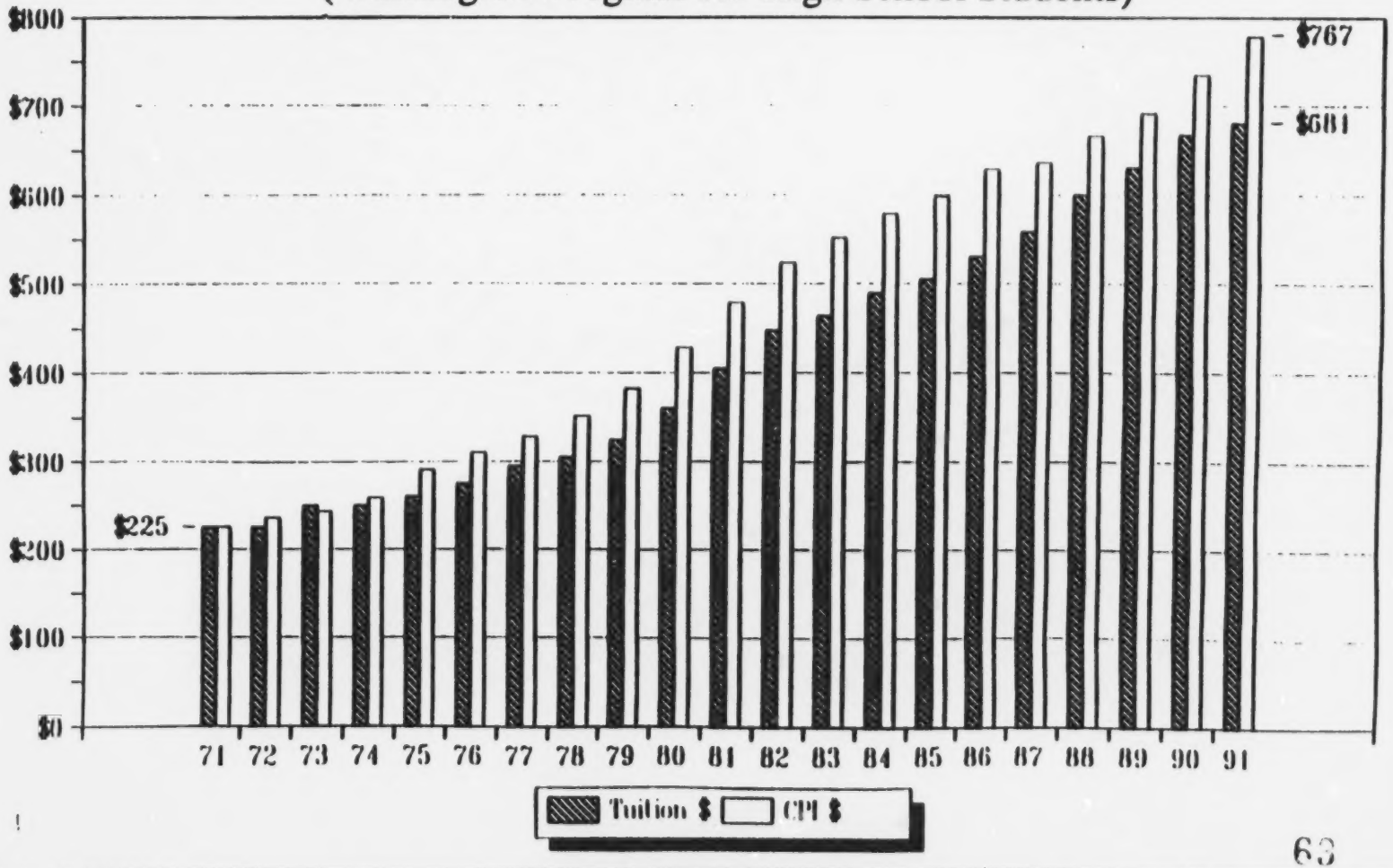
Studies find participation in the Close Up program to have positive results on students' political knowledge, participation, and attitudes.

In 1981, the Close Up Foundation commissioned Drs. Howard D. Mehlinger and Mary Jane Turner to evaluate the Washington Program for High School Students and Educators (Turner 1984). At the time, Dr. Mary Jane Turner was with the Social Science Education Consortium at the University of Colorado in Boulder, and Dr. Howard Mehlinger was Dean of the School of Education at the University of Indiana in Bloomington.

The evaluators concluded that Close Up's Washington program is primarily a lesson in government and politics, and that it provides a well-organized field trip far surpassing any trip a teacher or even a school could organize independently. They likened the program to a camp experience in which participants make new friends and meet others with diverse backgrounds, and pointed out that it provided a mutually satisfying, direct connection between the young constituents and their congressional representatives.

Figure 1

Actual Close Up Tuition (1971-1991) Compared to 1971 Close Up Tuition Inflated by the Consumer Price Index (1971-1991)
(Washington Program for High School Students)



Finding that "Close Up has developed a unique and exemplary approach for providing enriched, intensive instruction about government," Mehlinger and Turner believe that for students, the program results in the acquisition of:

- Additional information about government and politics;
- More positive opinions about government and politics; and
- Greater confidence in participating in political affairs.

Although the evaluators find these positive results due to participation in the Close Up program, they concede that the length of retention of these effects is unknown. To examine long-term effects of participation in Close Up's Washington Program, in May 1989, Close Up sent questionnaires to 5,000 former students. The sample was drawn at random from students who had participated in the program from 1972 through 1988. By early June 1989, 600 surveys had been returned as undeliverable, and 555 had been returned completed. Of the completed surveys, 43 percent indicated that participation in Close Up was "of great significance" as a personal and educational experience, and 37 percent indicated that it was "of very great significance."

A second, more recent study analyzed the effect of the Close Up program on the attitudes and level of political participation of high school students who participated in the program. In this study, Angela M. Harwood of Emory University administered a pretest and a posttest to both an experimental group (a sample of 58 Georgia high school students who participated in the Close Up program in 1989) and a control group (a sample of 113 students from the same age group in Georgia). Harwood concluded that "for students in the sample, the Close Up experience increased positive feelings toward government and stimulated political participation."

From the pretest, Harwood identified some important initial differences between the experimental and control groups. The students who participated in the Close Up program had greater initial political participation, more positive attitudes toward politics, and more positive opinions of the classroom. In addition, there were significant demographic differences between the two groups. Experimental students were more likely to be female and to have families with a higher degree of educational attainment and with a higher median income than the families of the control group. (There were no significant differences between the two groups on age, race, plans to attend college, or grade point average.) However, using a covariance analysis to control for the potential confounding

effects of these differences on the results, Harwood found that participation in the Close Up program had positive effects on political participation and political attitudes.

In interviews with the Georgia students, they indicated that participation in Close Up had given them:

- New ways to look at politics;
- New understanding of and respect for political processes;
- More positive opinions of public officials;
- More confidence in voicing political opinions;
- Greater awareness of cultural diversity; and
- Better critical thinking skills.

Beyond the effectiveness of the program, the Mehlinger and Turner study also examined the strengths and weaknesses of the program itself. Organizational strengths highlighted by the evaluators included:

- Close Up's pre-program meetings with and help in preparation of the communities and schools;
- Close Up's ability to enlist corporate and local monetary contributions to fund fellowships;
- Close Up's ability to control a vast array of logistical problems that may occur in the course of the week-long program;
- Close Up's ability to enlist the help of experienced government officials at a minimum of cost; and
- The busy but structured scheduling of the Washington program.

Other strengths noted were the vivacity of the Close Up administrators and instructors, Close Up's nonpartisan nature, and the location of the program in the nation's capital.

The weaknesses found by the evaluators were not associated with the organization or presentation of the Close Up program, but rather were deficiencies in fulfilling the goals of the program. They noted that Close Up could not replace classroom instruction in governmental and political subjects, and that, although the instructors provided a vast amount of useful information, they

failed to provide direction to the students on how to evaluate for themselves the information they were receiving.

Today, program instructors are trained to help students learn how to separate fact from opinion and think about where they stand on the issues.

6. OTHER CIVICS EDUCATION PROGRAMS

Close Up's tuition is competitive with that of other organizations offering similar civics education programs.

The Close Up Foundation's Washington Program for High School Students and Educators has several competitors, including the Washington Workshops Foundation, A Presidential Classroom, and the Congressional Youth Leadership Conference. All have similar, though not identical, tuition, and all bring students to Washington for about a week. Tuition covers room, board, and instruction but not transportation.

A brief description of each, noting some differences from Close Up's program, follows. (Note: Close Up's 1991-92 student tuition for the Washington Program is $698, this amount does not include transportation.)

THE WASHINGTON WORKSHOPS FOUNDATION

Founded in 1967, the Washington Workshops Foundation offers week-long educational programs for high school students, focusing on exposing students to leaders in, and informing students about, the government and private sector. The Foundation organizes three programs, each of six days duration -- the Congressional Seminar, the Global Environment Seminar, and the Diplomacy and Global Affairs Seminar. These programs consist of seminars, panel discussions, visits to points of interest in Washington, and group activities such as "Model Congress" and "Foreign Policy Forum." The cost of these seminars is $670, plus an application fee of $75, raising the effective price to $745, not including transportation.

The Washington Workshops Foundation's other endeavors include: the Wall Street Seminar; Study Seminars for Junior High/Middle School Students, and an Advanced Congressional Seminar, which includes an internship on Capitol Hill. Washington Workshops also offers mini-sessions (four days) of the Congressional, Diplomacy and Global Affairs, and Environmental Seminars for students with limited time or budgets.

The Washington Workshops differ from the Close Up programs along organizational and logistical dimensions. Organizationally, participation in Washington Workshops is not school- or community-based, although schools are encouraged to select and sponsor students for attendance. There seems to be little, if any, student financial aid from the national organization, and there is no

formal program for teachers, although teachers who organize student groups of five or more receive full grants.

Logistically, arrangements for transportation to Washington are left to the student, students are housed at dormitories at Mount Vernon College, and five lunches are not included in the price.

PRESIDENTIAL CLASSROOM

Since its establishment in 1968, Presidential Classroom has brought a total of over 57,000 high school students to Washington to participate in its week-long civics education program. Its program costs $725, not including transportation.

Presidential Classroom provides funding for economically needy students who maintain "A" grade point averages (3.8 on a 4.0 scale) and hold leadership positions in school or community organizations. Scholarship applicants must answer two essay questions and submit a written recommendation from a school administrator or guidance counselor. *Newsweek* awards five scholarships to students whose school participates in the "*Newsweek* in the Classroom" program, and the Future Business Leaders of America and Presidential Classroom jointly offer five scholarships.

Presidential Classroom is selective in its choice of participants, as students must have at least a "B" average or rank in the top 25 percent of their classes. Other notable differences between the two programs are that the Presidential Classroom program runs a day longer than the Close Up program; students stay at the Omni Shoreham; and Presidential Classroom uses volunteers from government, education, the military, and the private sector as instructors for one week. Room and board for these volunteers is provided by Presidential Classroom.

During the summer, Presidential Classroom offers several other programs, including (a) Federal Forum, a week-long series of seminars and workshops for adults, wherein participants can earn three hours of college credit through the University of Virginia by writing a paper and paying $400 in credit fees; (b) the International Program, which brings about 50 American high school students in contact with European leaders and students in England, Belgium, and Berlin; and (c) Broadening Horizons: The Japan-U.S. Dimension, which brings 15 American high school students to Japan to explore that country's government and relationship with the United States.

CONGRESSIONAL YOUTH LEADERSHIP COUNCIL

The Congressional Youth Leadership Council (CYLC) focuses on recognizing and motivating future leaders. The CYLC organizes the National Young Leaders Conference, a six-day program that focuses on legislative, executive, and judicial components of the federal government, and media and foreign affairs issues. The program costs $695, not including transportation.

Participants in the National Young Leaders Conference are either nominated by their high school principals or recruited directly by CYLC. The program is a day shorter than the Close Up program, CYLC does not arrange transportation to Washington, dress requirements are fairly formal, and there is no separate teacher program. Fall and winter session participants stay at the 4-H Center in Chevy Chase, MD, while summer participants stay in dormitories at Georgetown University.

The Council solicits scholarship funding from businesses, organizations, and individuals in the private sector to increase the participation of economically disadvantaged students. Corporate contributors provide direct scholarship support to students residing in designated areas of the country.

CYLC also offers the Washington Journalism Conference, which brings high school journalists to Washington to learn about the news industry, and the Youth Inaugural Conference, which is held every four years during the Presidential Inauguration.

7. OPTIONS

TARGETING OF DISADVANTAGED STUDENTS AND TEACHERS AS FELLOWSHIP RECIPIENTS

In operating the Washington Program for High School Students and Educators, the Close Up Foundation currently spends twice as much of the federal Ellender funds on teachers as on disadvantaged students, and more teachers than students receive fellowships. Often, the same teacher or administrator receives an Ellender fellowship for many years. The Close Up Foundation spends the federal funds in this manner to establish and maintain its nationwide network of teachers. The teachers recruit students for the Washington Program and help Close Up launch other, non-Ellender supported programs, such as the Citizen Bee. Although the dollars spent on teachers benefit the Close Up Foundation's civics education programs, they are dollars not spent on disadvantaged students directly.

The Close Up Foundation has provided fellowships to teachers and administrators since it began receiving Ellender funds, and has stated this fact clearly in documents provided to the Department of Education. The current legislation authorizing the Allen J. Ellender Fellowship Program, however, contains ambiguities regarding teachers as fellowship recipients:

- It is not clear whether the law intends that fellowships for the Washington Program for High School Students and Educators be provided to any secondary school teacher, or only those teachers who bring student fellowship recipients to Washington; and

- It does not appear that the law intends that fellowships for the Program for New Americans be provided to secondary school teachers.

There are several policy changes that could help to ensure that Ellender funds benefit disadvantaged students more directly, and could help to clarify the role of teachers as fellowship recipients. Options include the following:

Option 1: **Require each secondary school teacher to bring one or more, or two or more, student fellowship recipients in order to qualify for fellowship funds in the Washington Program for High School Students and Educators and the Program for New Americans.**

Restricting teacher fellowships to school coordinators who bring at least **one** disadvantaged student fellowship recipient would ensure that the Close Up Foundation would not award more teacher fellowships than student fellowships. Restricting teacher fellowships to school coordinators who bring at least **two** disadvantaged student fellowship recipients would ensure that the Close Up Foundation would award more student fellowships than teacher fellowships. Additionally, such restrictions could benefit schools with large numbers of disadvantaged students by awarding multiple student fellowship packages to those schools, such as occurs in the Program for New Americans.

These changes would not, however, ensure that disadvantaged students would receive the majority of Ellender fellowship funds. A large proportion of the funds could still go to teacher fellowships because a student fellowship covers only 60 percent of the program price, while a teacher fellowship covers 100 percent of a somewhat higher program price. Furthermore, two or more disadvantaged students often split a single 60 percent student fellowship.

Option 2: **Limit the proportion of federal Ellender funds spent on teacher and administrative fellowships.**

This change would ensure that a certain proportion of the Ellender grant directly benefited disadvantaged students. The restriction might require the Close Up Foundation to use other resources -- such as tuition revenues and nonfederal donations -- to pay for the participation of teachers and administrators, and might limit the overall participation of teachers.

Option 3: **Limit the number of times an individual teacher can receive a federal Ellender fellowship.**

Such a limit would allow a greater number of different teachers to participate in the Washington-based programs over the years. It would, however, eliminate the most experienced teacher coordinators and administrative fellows, unless the Close Up Foundation was willing to pay for their participation from nonfederal sources.

Option 4: **Allow only disadvantaged students, and not teachers, to receive Ellender funds.**

This change would ensure that all of the federal Ellender fellowship funds benefited disadvantaged students. As with the restrictions on the proportion of funds going to teacher and administrative fellowships, this change would require the Close Up Foundation to use nonfederal resources to support the participation of teachers and administrators, and might limit the overall participation of teachers.

REPORTING REQUIREMENTS

The information currently provided by the Close Up Foundation to ED does not allow ED staff to monitor the use of the federal Ellender funds adequately. The proposal/workplan contains much of the same information from year to year, and the tables in the final progress and technical report present information in overlapping categories, making it difficult to discern, by program and community, such facts as the number of student and teacher participants, and the amount of fellowship funds going to students versus funds going to teachers.

Option 5: **Require the Close Up Foundation to report to the Department of Education specific information on the kinds of participants receiving fellowships and the amounts of the fellowships.**

These reporting requirements could include, for each of the Washington-based high school programs separately:

- The amount of federal Ellender funds and the amount of nonfederal donations used for fellowships, by community;
- The amount of fellowship funds going to students, by community;
- The amount of fellowship funds going to teachers and administrators, by community;
- The number of student fellowships (full and partial), by community;
- The number of student participants, by community;
- The number of teacher fellowships, by community;
- The number of teacher participants, by community;

- The number of administrative fellowships, by community;
- The number of administrative participants, by community;
- The number of schools that participate;
- The number of schools that send student fellowship recipients (by number of student fellowship recipients); and
- The number of schools that send teacher fellowship recipients.

(The communities would be national outreach communities, as shown in Appendix C, Figure C.2, which generally correspond to states.)

Reporting requirements should be examined and revised as changes are made to the Ellender Fellowship Program.

REFERENCES

Harwood, A.M. "The Effects of Close Up Participation on High School Students' Political Attitudes." Paper presented at the annual meeting of the American Educational Research Association, Boston, Massachusetts, 16-20 April 1990, ERIC, ED 320846.

Turner, M.J. "The Close Up Foundation: A Unique American Organization." *International Journal of Political Education* 6, (1984): 391-398.

APPENDIX A

FEDERAL FUNDS RECEIVED BY THE CLOSE UP FOUNDATION

In addition to the Ellender Fellowship funds, the Close Up Foundation receives federal funds from several other federal agencies (see Table A.1). Within the Department of the Interior, the Bureau of Indian Affairs (BIA) provides funds to support participation of American Indians and Alaska Natives in the Washington Program, and the Bureau of Territorial and International Affairs provides funds to support the participation of students from U.S. territories in the Pacific. Like the Ellender Program funds, these Department of Interior grants are non-competitive. The Close Up Foundation also receives a grant from the U.S. Institute of Peace and won a competitive grant from the U.S. Information Agency for program year 1989-90.

Table A.1

Federal Funds Received by the Close Up Foundation

	Program Year 1989-90	Program Year 1990-91
Allen J. Ellender Fellowship	$3,458,000	$3,703,000
Civic Achievement Award Program	1,001,015	0
Department of the Interior:		
Bureau of Indian Affairs	219,842	260,369
Office of Territorial and International Affairs	863,905	1,016,352
U.S Information Agency	70,180	--
U.S. Institute of Peace	62,500	59,557
Total Federal Funding	$5,675,442	$5,039,278

APPENDIX B

SAMPLE PROGRAM SCHEDULES

This appendix provides the following sample schedules:

- Figure B.1 -- Washington Program for High School Students and Educators, students program;
- Figure B.2 -- Washington Program for High School Students and Educators, teachers program;
- Figure B.3 -- Program for New Americans; and
- Figure B.4 -- Program for Older Americans.

Figure B.1

Sample Schedule for Washington Program for High School Students and Educators -- Students Program

Sunday

Registration

6:30 - 7:45 p.m.	Teacher/Staff Dinner
6:30 - 7:45 p.m.	Student Dinner
8:00 p.m.	Workshops
9:30 p.m.	Orientation
11:00 p.m.	Room Check - Good Night!

Monday

6:45 a.m.	Good Morning!
7:15 - 8:00 a.m.	Breakfast
8:15 a.m.	Transfer to the Department of the Interior
8:45 a.m.	Keynote Address
10:00 a.m.	Transfer for Your Washington Study Visit
12:00 noon	Transfer to the Fashion Centre at Pentagon City
12:15 p.m.	Lunch
1:15 p.m.	Transfer for Your Monument Study Visit
2:45 p.m.	Transfer to the Department of Labor
3:15 p.m.	Briefing and Seminar on the Judiciary
4:15 p.m.	Transfer to the Quality Hotel
5:15 - 6:30 p.m.	Teacher/Staff Dinner

Figure B.1 (continued)

Monday (continued)

5:30 - 6:30 p.m.	Student Dinner
7:00 p.m.	Workshops
8:30 p.m.	Briefing and Seminar on Domestic Issues
10:00 p.m.	Student/Teacher Meetings
11:00 p.m.	Room Check - Good Night!

Tuesday

7:00 a.m.	Good Morning!
7:30 - 8:15 a.m.	Breakfast
8:45 a.m.	Workshops
10:00 a.m.	Transfer to Your Onsite Visits
10:30 a.m.	Onsite Visits
11:30 p.m.	Transfer to the Capitol Reflecting Pool via Your Monument Study Visit
12:30 p.m.	Group Photo
12:45 p.m.	Transfer to the Department of the Interior
1:00 p.m.	Lunch
2:00 p.m.	Transfer to First and East Capitol Streets
2:15 p.m.	Walking Workshops
4:00 p.m.	Pick Up at First and East Capitol Streets and Transfer to the Quality Hotel Arlington
5:15 p.m.	Transfer to Petrucci's Dinner Theatre

Figure B.1 (continued)

Tuesday (continued)

6:15 p.m.	Dinner
8:00 p.m.	Performance of: "Bound to Thee Forever, Ira Aldridge"
11:00 p.m.	Transfer to the Quality Hotel Arlington
	Room Check - Good Night!

Wednesday

7:15 a.m.	Good Morning!
7:45 - 8:30 a.m.	Breakfast
8:45 a.m.	Topical Seminars
10:30 a.m.	Transfer to the Department of the Interior
11:00 a.m.	Briefing and Seminar
12:00 noon	Transfer for Your Monument Study Visit
1:00 p.m.	Transfer for Your Lunch and Workshops Without Walls
4:30 p.m.	Transfer to Dinner
5:00 p.m.	Dinner
6:00 p.m.	Transfer to the Quality Hotel Arlington
7:15 p.m.	Constitution Activity
8:45 p.m.	Workshops
11:00 p.m.	Room Check - Good Night!

Figure B.1 (continued)

Thursday

7:00 a.m.	Good Morning!
8:00 a.m.	Transfer to the Rayburn House Office Building
8:30 a.m.	Breakfast at Rayburn House Office Building
	Legislative Seminars with Representatives, Senators, or Staff
	Visit to House and/or Senate in session
	Visits to two Committee hearings
	Visit to Supreme Court (if in session)
4:45 p.m.	Pick Up at First and East Capitol Streets and Transfer to the Pavilion at the Old Post Office
5:00 p.m.	Dinner
6:00 p.m.	Transfer to the Quality Hotel Arlington
7:00 p.m.	Workshops
8:30 p.m.	Briefing and Seminar on the Media
11:00 p.m.	Room Check - Good Night!

Friday

7:30 a.m.	Good Morning!
8:00 - 8:45 a.m.	Breakfast
9:00 a.m.	Transfer by Metrorail for Free Time
4:15 p.m.	Final Student/Teacher Meetings
4:45 p.m.	Workshops

Figure B.1 (continued)

Friday (continued)

7:15 p.m.	Transfer to Loews L'Enfant Plaza Hotel
7:30 p.m.	Final Banquet
9:30 p.m.	Transfer to the Quality Hotel Arlington
10:00 - 12:45 p.m.	Dance
1:00 a.m.	Room Check - Good Night!

Saturday

	Wake Up
	Board buses to National or Dulles Airport

Figure B.2

Sample Schedule for Washington Program for High School Students and Educators -- Teachers Program

Sunday

Registration

6:30 - 7:45 p.m.	Teacher/Staff Dinner
6:30 - 7:45 p.m.	Student Dinner
8:00 p.m.	Workshops
9:30 p.m.	Orientation
11:00 p.m.	Room Check - Good Night!

Monday

7:00 a.m.	Wake Up
7:30 - 8:15 a.m.	Breakfast
8:30 a.m.	Transfer to the U.S. Department of Labor
9:00 a.m.	Keynote Address
10:15 a.m.	Transfer via Monument to the National Press Club
12:00 noon	Luncheon Seminar
2:00 p.m.	Transfer for Historical/Cultural Study Visits
4:45 p.m.	Transfer for the Quality Hotel
5:45 p.m.	Dinner
7:15 p.m.	Adult Workshop
10:00 p.m.	Student/Teacher Meetings

Figure B.2 (continued)

Tuesday

7:00 a.m.	Wake Up
7:30 - 8:15 a.m.	Breakfast
8:45 a.m.	Transfer to the National Building Museum
9:30 a.m.	Seminar
10:45 a.m.	Transfer to First and East Capitol Streets or Smithsonian Museum of American History (Mall side)
	Free Time
	Lunch On Your Own
4:45 p.m.	Transfer from First and East Capitol Streets or Smithsonian Museum of American History (Mall side) to the Lafitte Restaurant
6:00 p.m.	Dinner
7:30 p.m.	Transfer to the Quality Hotel Silver via Evening Tour

Wednesday

7:00 a.m.	Wake Up
7:30 - 8:15 a.m.	Breakfast
8:30 a.m.	Transfer with Students to Capitol Hill
10:30 a.m.	Transfer from First and East Capitol Streets to Harper's Ferry, West Virginia
	Harper's Ferry Study Visit
	Lunch On Your Own
3:00 p.m.	Transfer from Harper's Ferry to the Close Up Foundation

Figure B.2 (continued)

Wednesday (continued)

4:30 p.m.	Reception at the Close Up Foundation
5:30 p.m.	Transfer to the Quality Hotel
	Free Evening

Thursday

7:00 a.m.	Good Morning!
8:00 a.m.	Transfer to the Rayburn House Office Building
8:30 a.m.	Breakfast at Rayburn House Office Building
	Legislative Seminars with Representatives, Senators, or Staff
	Visit to House and/or Senate in session
	Visits to two Committee hearings
	Visit to Supreme Court (if in session)
	Pick Up at First and East Capitol Streets and Transfer to the Pavilion at the Old Post Office
	Transfer from the Quality Hotel Silver Spring to the Hard Rock Cafe
	Dinner
	Transfer to Ford's Theatre
	Performance of: "A Christmas Carol"
	Transfer to the Quality Hotel

Figure B.2 (continued)

Friday

7:30 a.m.	Wake Up
8:00 - 8:45 a.m.	Breakfast
8:45 a.m.	Student/Teacher Meetings
9:00 a.m.	Transfer via Metrorail to Washington, DC
	Free Time
	Lunch On Your Own
3:30 p.m.	Transfer via Metrorail to the Quality Hotel Silver Spring
4:00 p.m.	Student/Teacher Meetings
5:00 p.m.	Adult Evaluation Workshop
8:00 p.m.	Banquet
	Teacher/Staff Social

Saturday

	Wake Up
	Board buses to National Airport

Figure B.3

Sample Schedule for Program for New Americans

Sunday

Registration

6:00 p.m.	Teacher/Staff Dinner
6:15 p.m.	Student Dinner
7:30 p.m.	Orientation
8:30 p.m.	Workshops
11:00 p.m.	Room Check - Good Night!

Monday

7:00 a.m.	Good Morning!
7:30 a.m.	Breakfast
8:30 a.m.	Buses Leave for Your Monument Workshop
9:00 a.m.	Monument Workshop
10:15 a.m.	Buses Leave for the American Film Institute
10:30 a.m.	Keynote Address
11:30 a.m.	Constitution Activity
12:45 p.m.	Buses Leave for the Crystal Dinery
1:00 p.m.	Lunch
2:00 p.m.	Buses Leave for Your Walking Workshop of the Supreme Court Building
2:15 p.m.	Supreme Court Walking Workshops
3:15 p.m.	Buses Leave for the Capitol Reflecting Pool

Figure B.3 (continued)

Monday (continued)

3:30 p.m.	Group Photo
3:45 p.m.	National Archives Study Visit
4:45 p.m.	Buses Leave for the Best Western Arlington
5:45 p.m.	Workshops
7:30 p.m.	Buses Leave for Kilimanjaro's Restaurant
7:45 p.m.	Dinner and Dancing
9:45 p.m.	Buses Leave for the Best Western Arlington
11:00 p.m.	Room Check - Good Night!

Tuesday

7:00 a.m.	Good Morning!
7:30 a.m.	Breakfast
9:00 a.m.	Community Action Activity
10:30 a.m.	Buses Leave for Onsite Visits
11:00 a.m.	Onsite Visits
12:00 noon	Buses Leave for the Fashion Centre at Pentagon City
12:15 p.m.	Lunch
1:30 p.m.	Buses Leave for the National Building Museum
2:00 p.m.	Briefing and Seminar on Social Issues Focus: "Crime"
3:15 p.m.	Buses Leave for Your Supreme Court Walking Workshop
4:15 p.m.	Buses Leave for the Best Western Arlington

Figure B.3 (continued)

Tuesday (continued)

4:45 p.m.	Workshops
6:30 p.m.	Student Dinner
7:15 p.m.	Dinner Ends
7:30 p.m.	Elections Activity
10:00 p.m.	Student/Teacher Meetings
11:00 p.m.	Room Check - Good Night!

Wednesday

7:00 a.m.	Good Morning!
7:30 a.m.	Breakfast
8:45 a.m.	Topical Seminars
10:15 a.m.	Buses Leave for the Office of Personnel Management
10:45 a.m.	Briefing and Seminar on Immigration Policy
12:00 noon	Buses Leave for the Old Post Office Pavilion Cafeteria
12:15 p.m.	Lunch
1:15 p.m.	Buses Leave for the Capitol Hill Presbyterian Church
1:30 p.m.	Nation of Immigrants Discussion
2:30 p.m.	Buses Pick Up at the Capitol Hill Presbyterian Church and Leave for First and East Capitol Streets
2:45 p.m.	Walking Workshops
3:00 p.m.	Seminar for Participants from Hillcrest High School

Figure B.3 (continued)

Wednesday (continued)

4:30 p.m.	Buses Pick Up at First and East Capitol Streets and Leave for Dinner
5:00 p.m.	Dinner
6:00 p.m.	Buses Leave for the Best Western Arlington
7:00 p.m.	Workshops
8:15 p.m.	Legislative Activity
11:00 p.m.	Room Check - Good Night!

Thursday

7:00 a.m.	Good Morning!
7:30 a.m.	Breakfast
8:30 a.m.	Buses Leave for First and East Capitol Streets
	Legislative Seminars with Representatives, Senators, or Staff
	Visit to House and/or Senate in session
	Visits to two Committee hearings
	Visit to Supreme Court (if in session)
3:30 p.m.	Buses Pick Up at First and East Capitol Streets and Leave for the Vietnam Veterans' Memorial
4:30 p.m.	Buses Leave for the Best Western Arlington
5:15 p.m.	Buses Leave for the Burn Brae Dinner Theatre
6:30 p.m.	Dinner
8:00 p.m.	Performance of: "Driving Miss Daisy"

Figure B.3 (continued)

Thursday (continued)

11:00 p.m.	Buses Leave for the Best Western Arlington
	Room Check - Good Night!

Friday

8:30 a.m.	Good Morning!
9:00 a.m.	Breakfast
9:45 a.m.	Student/Teacher Meetings
10:00 a.m.	Buses Pick Up at the Best Western Arlington and Leave for Free Time to: The Smithsonian National Museum of American History or the White House or Georgetown or Arlington National Cemetery
	Have A Good Time!
4:30 p.m.	Buses Pick Up at the Smithsonian National Museum of American and Leave for the Best Western Arlington
5:00 p.m.	Student/Teacher Meetings
5:30 p.m.	Workshops
8:00 p.m.	Final Banquet
10:30 p.m. - 12:45 a.m.	Dance
1:00 a.m.	Room Check - Good Night!

Saturday

	Wake Up
	Board buses to National or Dulles Airport

Figure B.4

Sample Schedule for Program for Older Americans

Saturday

Registration

6:30 - 7:30 p.m.	Orientation Dinner
7:45 p.m.	Workshops

Sunday

6:45 a.m.	Good Morning!
7:30 - 8:30 a.m.	Breakfast
9:00 a.m.	Transfer for Your Washington Study Visit
9:15 a.m.	Washington Study Visit
11:15 a.m.	Transfer to the John F. Kennedy Center for the Performing Arts
11:30 a.m.	Lunch
12:30 p.m.	Tour of the Kennedy Center
1:30 p.m.	Transfer to Mount Vernon
2:00 p.m.	Mount Vernon Study Visit
4:30 p.m.	Transfer to the Sheraton National Hotel
6:00 - 7:00 p.m.	Dinner
7:30 p.m.	Topical Seminars

Figure B.4 (continued)

Monday

6:45 a.m.	Good Morning!
7:30 - 8:15 a.m.	Breakfast
8:30 a.m.	Keynote Address
10:00 a.m.	Transfer for Your Monument Study Visit
11:45 a.m.	Transfer to Loews L'Enfant Plaza Hotel
12:00 noon	Lunch
1:30 p.m.	Transfer to the Capitol Reflecting Pool
1:45 p.m.	Group Photo
2:00 p.m.	Transfer to First and East Capitol Streets
2:15 p.m.	Walking Workshops
2:15 p.m.	Optional Transfer to Hotel
4:00 p.m.	Pick Up at First and East Capitol Streets and Transfer to the Sheraton National Hotel
6:00 p.m.	Dinner
7:15 p.m.	Seminar on the Media

Tuesday

6:45 a.m.	Good Morning!
7:30 - 8:15 a.m.	Breakfast
8:30 a.m.	Transfer to First and East Capitol Streets

Figure B.4 (continued)

Tuesday (continued)

9:30 a.m.	Capitol Hill Orientation
	Seminars with Representatives, Senators, or Staff
	Lunch
1:30 p.m.	Optional Transfer
3:30 p.m.	Pick Up at First and East Capitol Streets and Transfer to the Sheraton National Hotel
3:45 p.m.	Pick Up at the Smithsonian National Museum of American History and Transfer to the Sheraton National Hotel
5:00 p.m.	Transfer to the 700 Water Street Grill
5:30 p.m.	Dinner
7:00 p.m.	Transfer to the Sheraton National Hotel

Wednesday

6:45 a.m.	Good Morning!
7:30 - 8:15 a.m.	Breakfast
8:30 a.m.	Transfer to the National Building Museum
9:00 a.m.	Panel Discussion on International Relations Focus: "Soviet Union"
10:15 a.m.	Transfers to the Disabled American Veterans
10:45 a.m.	Seminar on Current Issues Focus: "Government Ethnics"
11:45 a.m.	Transfer to the National Gallery of Art Cafeteria
12:00 noon	Lunch

Figure B.4 (continued)

Wednesday (continued)

2:00 p.m.	Transfer to the National Cathedral or Transfer to the Sheraton National Hotel
2:30 p.m.	National Cathedral Study Visit

Wednesday

4:00 p.m.	Pick Up at the National Cathedral and Transfer to the Sheraton National Hotel
5:00 p.m.	Transfer to the Hampshire Hotel
5:30 p.m.	Dinner
7:00 p.m.	Transfer to the Sheraton National Hotel

Thursday

6:45 a.m.	Good Morning!
7:30 - 8:15 a.m.	Breakfast
8:30 a.m.	Topicals on International Relations
10:00 a.m.	Transfer for Your Diplomatic Visit
10:30 a.m.	Diplomatic Visit
11:30 a.m.	Transfer to the Foreign Service Club
12:00 noon	Luncheon Seminar
2:00 p.m.	Transfer for Your Monument Study Visit or Transfer to the Sheraton National Hotel
3:30 p.m.	Transfer to the Sheraton National Hotel
5:00 p.m.	Transfer to Trader Vic's Restaurant

Figure B.4 (continued)

Thursday (continued)

5:30 p.m.	Dinner
6:45 p.m.	Transfer to Ford's Theatre
7:30 p.m.	Performance of: "Forever Plaid"
9:00 p.m.	Transfer to the Sheraton National Hotel
	Good Night!

Friday

6:30 a.m.	Good Morning!
7:00 - 8:00 a.m.	Breakfast
7:30 a.m.	Transfer to the White House
	Free Time
9:00 a.m.	Transfer to the Arlington Cemetery or the Smithsonian National Museum of American History
9:30 a.m.	Arlington Cemetery Visit
11:00 a.m.	Pick Up at Arlington Cemetery and Transfer to the Smithsonian National Museum of American History
12:30 p.m.	Pick Up at the Smithsonian National Museum of American History and Transfer to King and Fairfax Streets, Alexandria, Virginia
1:00 p.m.	Lunch and Free Time
3:15 p.m.	Pick Up at King and Fairfax Streets in Alexandria and Transfer to the Sheraton National Hotel via Close Up Foundation
3:30 p.m.	Close Up Foundation Visit

Figure B.4 (continued)

Friday (continued)

4:30 p.m.	Pick Up at the Close Up Foundation and Transfer to the Sheraton National Hotel
7:00 p.m.	Cash Bar
7:30 p.m.	Banquet

Saturday

7:00 a.m.	Good Morning!
7:30 - 9:00 a.m.	Breakfast

APPENDIX C

CLOSE UP PARTICIPATING COMMUNITY PROGRAM SITES AND PROGRAM PARTICIPANTS BY NATIONAL OUTREACH COMMUNITIES

Figure C.1 displays the 1990-91 Close Up participating community program sites, and Figure C.2 provides the number of program participants by national outreach communities.

Figure C.1

Close Up Participating Community Program Sites
Program Year 1990-91

Akron, OH
Albuquerque, NM
Anchorage, AK
Ann Arbor, MI
Ashland, KY
Athens, GA
Atlanta, GA
Atlantic City, NJ
Augusta, ME
Austin, TX
Baltimore, MD
Billings, MT
Birmingham, AL
Bismarck, ND
Boise, ID
Boston, MA
Boulder, CO
Brooklyn, NY
Burlington, VT
Casper, WY
Cheyenne, WY
Chicago, IL
Cincinnati, OH
Cleveland, OH
Columbia, SC
Columbus, OH
Concord, NH
Dallas/Fort Worth, TX
Des Moines, IA
Davenport, IA
Dayton, OH
Denver, CO
El Paso, TX
Detroit, MI
Durham, NC
East Moline, IL
Fresno, CA
Fairbanks, AK
Fargo, ND
Fort Lauderdale, FL
Great Falls, MT
Galveston, TX
Grand Forks, ND
Grand Rapids, MI
Houston, TX
Greensboro, NC
Hartford, CT
Honolulu, HA
Independence, MO
Huntington, WV
Huntsville, AL
Hutchinson, KS
Kansas City, KS
Indianapolis, IN
Jackson, MS
Jacksonville, FL
Little Rock, AK
Kansas City, MO
Las Vegas, NV
Lincoln, NB
Madison, WI
Los Angeles, CA
Louisville, KY
Macon, GA
Miami, FL
Mayaguez, PR
Memphis, TN
Metro D.C.
Minot, ND
Midland/Odessa, TX
Milwaukee, WI
Minneapolis, MN
Montgomery, AL
Mobile, AL
Modesto, CA
Moline, IL
New Orleans, LA
Montpelier, VT
Nashville, TN
New Haven, CT
Norfolk, VA
New York City, NY
Newark, NJ
Newport News, VA
Pensacola, FL
Oakland, CA
Oklahoma City, OK
Omaha, NB
Portland, ME
Phoenix, AZ
Pittsburgh, PA
Ponce, PR
Rapid City, SD
Portland, OR
Providence, RI
Raleigh, NC
Salem, OR
Reno, NV
Richmond, VA
Sacramento, CA
San Francisco, CA
Salt Lake City, UT
San Antonio, TX
San Diego, CA
Savannah, GA
San Jose, CA
San Juan, PR
Santa Fe, NM
Springfield, OR
Seattle, WA
Shreveport, LA
Sioux Falls, SD
Tacoma, WA
St. Louis, MO
St. Paul, MN
Staten Island, NY
Trenton, NJ
Tallahassee, FL
Toledo, OH
Topeka, KS
Wilmington, DE
Tulsa, OK
Virginia Beach, VA
Wichita, KS
Winston-Salem, NC

Figure C.2

Program Participants by National Outreach Communities

COMMUNITY	TOTAL PARTICIPANTS	SELF-SPONSORED PARTICIPANTS	PARTICIPANTS RECEIVING MERIT DONATIONS	ALLEN J. ELLENDER AND CLOSE UP COMMUNITY FUNDED FELLOWSHIPS			
				STUDENT			
				FULL	PARTIAL	TEACHER/ADMIN	TOTAL
ALABAMA	304	273	36	25	5	38	68
ALASKA	453	364	16	43	17	80	140
AMERICAN FIELD SERV.	63	63	0	0	0	0	0
ARIZONA	406	368	29	35	31	54	120
ARKANSAS	210	199	56	14	8	30	52
CALIFORNIA, NORTH	1069	971	83	48	37	108	193
CALIFORNIA, SOUTH	593	532	78	32	48	69	149
CANADA*	15	11	0	0	7	9	16
CENTRAL VALLEY	243	218	11	11	8	28	47
CHICAGO, METRO	238	213	2	12	20	32	64
CINCINNATI	67	57	4	6	2	11	19
CLEVELAND	185	156	72	15	16	28	59
COLORADO	368	327	40	31	9	52	92
COLUMBUS	52	44	8	5	0	8	13
CONNECTICUT	212	187	22	8	8	26	42
DALLAS/FT WORTH	231	208	26	17	15	29	61
DELAWARE	39	34	0	1	0	6	7
DEPT. OF DEFENSE	44	40	0	2	0	5	7
DETROIT, METRO	675	629	38	30	26	72	128
FLORIDA	524	453	165	28	37	61	126
GEORGIA, ATLANTA	506	443	108	42	6	64	112
GRAND RAPIDS	421	389	3	26	9	50	85
HAWAII	307	283	29	20	17	38	75
HEARING IMPAIRED	194	158	5	27	13	45	85
HOUSTON, METRO	637	566	171	35	14	69	118
IDAHO	216	191	9	19	17	28	64
ILLINOIS, CENTRAL	48	40	0	5	0	9	14
INDEPENDENTS**	21	20	0	0	0	0	0
INDIANA	207	186	14	19	7	24	50
INTERNATIONAL PROG.*	128	114	0	10	39	23	72
IOWA	146	109	21	8	9	20	37
KANSAS	214	181	31	20	14	33	67
KENTUCKY	160	142	7	14	4	24	42
LOUISIANA, SOUTH	627	528	247	30	61	75	166
MAINE	106	94	1	11	2	17	30
MARYLAND	10	7	0	2	1	3	6
MASSACHUSETTS	366	338	29	21	15	45	81
MICHIGAN	1044	1013	8	28	46	115	189
MINNESOTA	845	752	63	44	48	91	183
MISSISSIPPI	135	115	15	17	4	26	47
MONTANA	419	386	16	25	26	44	95
NATIVE ALASKANS*	87	50	1	1	0	1	2
NATIVE AMERICANS*	217	159	5	0	0	0	0

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Figure C.2 (continued)

COMMUNITY	TOTAL PARTICIPANTS	SELF-SPONSORED PARTICIPANTS	PARTICIPANTS RECEIVING MERIT DONATIONS	ALLEN J. ELLENDER AND CLOSE UP COMMUNITY FUNDED FELLOWSHIPS			
				STUDENT			
				FULL	PARTIAL	TEACHER/ADMIN	TOTAL
NEBRASKA	701	638	15	38	55	80	173
NEVADA	338	311	41	11	9	28	48
NEW AMERICANS*	1082	861	82	79	842	134	1055
NEW HAMPSHIRE	95	84	2	6	4	13	23
NEW JERSEY	238	219	32	13	7	31	51
NEW MEXICO	279	245	18	20	19	37	76
NEW YORK CITY	152	136	7	10	15	20	45
NEW YORK STATE	164	147	0	3	5	23	31
NORTH CAROLINA	483	430	64	35	20	63	118
NORTH DAKOTA	264	231	2	19	16	35	70
OHIO	186	163	20	17	0	21	38
OKLAHOMA	193	170	0	21	6	31	58
OREGON	387	338	13	25	32	45	102
PACIFIC ISLANDS*	303	102	1	0	0	0	0
PARTNERS*	6	6	0	1	0	0	1
PENNSYLVANIA, S.E.	211	189	26	4	4	22	30
PUERTO RICO	851	788	96	83	28	63	174
QUAD CITIES	153	132	5	16	7	24	47
RHODE ISLAND	209	193	23	10	14	26	50
RICHMOND	2	1	0	1	0	1	2
SHREVEPORT/BOSSIER	164	144	75	9	7	16	32
SOUTH CAROLINA	97	83	10	11	11	19	41
SOUTH DAKOTA	125	106	5	9	9	18	36
ST. LOUIS, METRO	291	246	53	24	8	35	67
SUMMIT COUNTY	157	136	35	16	2	19	37
TENNESSEE	93	80	11	7	2	15	24
TEXAS, AT-LARGE	312	275	25	20	31	44	95
TRI-STATE	213	191	13	24	7	31	62
UTAH	561	504	60	33	43	57	133
VERMONT	158	140	6	11	14	21	46
VIRGIN ISLANDS	83	73	4	5	16	10	31
VISUALLY IMPAIRED	75	58	5	10	6	17	33
WASHINGTON DC	45	36	1	7	0	8	15
WASHINGTON STATE	484	445	61	32	14	54	100
WISCONSIN	241	214	3	16	19	32	67
WYOMING	246	214	8	19	18	37	74
TOTALS	22694	19940	2291	1452	1936	2720	6108

* Not supported by Allen J. Ellender Fellowship Program
** Includes portion of Total Administrative Fellowships

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APPENDIX D

METHODOLOGY -- CLOSE UP SCHOOLS BY URBANICITY

The National Center for Education Statistics' 1989-90 Common Core of Data (CCD) file for public schools in the United States has information on each school's urbanicity. The schools in Close Up's database were linked to the schools in the CCD by matching ZIP codes. The resulting matches are shown in Table D.1.

Table D.1

Number of Close Up Schools by Urbanicity

Urbanicity	Number of Schools Participating in Close Up's Washington Program for High School Students and Educators	Number of Schools Participating in Close Up's Program for New Americans
Large central city	353	67
Mid-size central city	351	21
Urban fringe of large city	381	21
Urban fringe of mid-size city	201	11
Large town	35	1
Small town	419	18
Rural	437	7
No match (no urbanicity reported)	364	14

Several problems emerged in the matching process:

- A total of 364 schools in the Washington Program for High School Students and Educators and 14 schools in the Program for New Americans showed up as missing because many schools in the CCD did not report urbanicity. If there was no other school in the zip code which reported urbanicity, the school showed up as "no urbanicity reported."

- The CCD does not include private schools, while Close Up does. Private schools participating in Close Up which were not in a ZIP code area with a public school showed up as "no urbanicity reported."

- About 2.8 percent of schools in the CCD shared a ZIP code with at least one other school, but reported a different level of urbanicity from one of those schools.

APPENDIX E

LAW AUTHORIZING THE ALLEN J. ELLENDER FELLOWSHIP PROGRAM

Figure E.1

PART C—ALLEN J. ELLENDER FELLOWSHIP PROGRAM

SEC. 4301. FINDINGS.

The Congress makes the following findings:

(1) Allen J. Ellender, a Senator from Louisiana and President pro tempore of the United States Senate, had a distinguished career in public service characterized by extraordinary energy and real concern for young people and the development of greater opportunities for active and responsible citizenship by young people.

(2) Senator Ellender provided valuable support and encouragement to the Close Up Foundation, a nonpartisan, nonprofit foundation promoting knowledge and understanding of the Federal Government among young people and their educators.

(3) It is a fitting and appropriate tribute to the beloved Senator Ellender to provide in his name an opportunity for participation, by students of limited economic means and by their teachers, in the program supported by the Close Up Foundation.

(20 U.S.C. 3081)

Subpart 1—Program for Secondary School Students and Teachers

SEC. 4311. ESTABLISHMENT.

(a) GENERAL AUTHORITY.—The Secretary is authorized to make grants in accordance with the provisions of this subpart to the Close Up Foundation of Washington, District of Columbia, a nonpartisan, nonprofit foundation, for the purpose of assisting the Close Up Foundation in carrying out its program of increasing understanding of the Federal Government among secondary school students, their teachers, and the communities they represent.

(b) USE OF FUNDS.—Grants under this subpart shall be used only for financial assistance to economically disadvantaged students and their teachers who participate in the program described in subsection (a) of this section. Financial assistance received pursuant to this subpart by such students and teachers shall be known as Allen J. Ellender fellowships.

(20 U.S.C. 3091)

SEC. 4312. APPLICATIONS.

(a) APPLICATION REQUIRED.—No grant under this subpart may be made except upon an application at such time, in such manner, and accompanied by such information as the Secretary may reasonably require.

(b) CONTENTS OF APPLICATION.—Each such application shall contain provisions to assure—

(1) that fellowship grants are made to economically disadvantaged secondary school students, and to secondary school teachers;

(2) that not more than 1 secondary school teacher in each such school participating in the program may receive a fellowship grant in any fiscal year;

(3) that every effort will be made to ensure the participation of students and teachers from rural and small town areas, as well as from urban areas, and that in awarding fellowships to economically disadvantaged students, special consideration will be given to the participation of students with special educational needs, including handicapped students, students from recent immigrant families, ethnic minority students, gifted and talented students, and students of migrant parents; and

(4) the proper disbursement of the funds of the United States received under this part.

(20 U.S.C. 3092)

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Figure E.1 (continued)

Subpart 2—Programs for Older Americans and Recent Immigrants

SEC. 4321. ESTABLISHMENT.

(a) GENERAL AUTHORITY.—(1) The Secretary is authorized to make grants in accordance with the provisions of this subpart to the Close Up Foundation of Washington, District of Columbia, a nonpartisan, nonprofit foundation, for the purpose of assisting the Close Up Foundation in carrying out its programs of increasing understanding of the Federal Government among economically disadvantaged older Americans and recent immigrants.

(2) For the purpose of this subpart, the term "older American" means an individual who has attained 55 years of age.

(b) USE OF FUNDS.—Grants under this subpart shall be used only for financial assistance to economically disadvantaged older Americans and recent immigrants who participate in the program described in subsection (a) of this section. Financial assistance received pursuant to this subpart by such individuals shall be known as Allen J. Ellender fellowships.

(20 U.S.C. 3101)

SEC. 4322. APPLICATIONS.

(a) APPLICATION REQUIRED.—No grant under this subpart may be made except upon application at such time, in such manner, and accompanied by such information as the Secretary may reasonably require.

(b) CONTENTS OF APPLICATION.—Each such application shall contain provisions to assure—

(1) that fellowship grants are made to economically disadvantaged older Americans and recent immigrants;

(2) that every effort will be made to ensure the participation of older Americans and recent immigrants from rural and small town areas, as well as from urban areas, and that in awarding fellowships, special consideration will be given to the participation of older Americans and recent immigrants with special needs, including handicapped individuals and ethnic minorities;

(3) that activities permitted by section 4321 are fully described; and

(4) the proper disbursement of the funds of the United States received under this part.

(20 U.S.C. 3102)

Subpart 3—General Provisions

SEC. 4331. ADMINISTRATIVE PROVISIONS.

(a) GENERAL RULE.—Payments under this part may be made in installments, in advance, or by way of reimbursement, with necessary adjustments on account of underpayment or overpayment

(b) AUDIT RULE.—The Comptroller General of the United States or any of the Comptroller General's duly authorized representatives shall have access for the purpose of audit and examination to any books, documents, papers, and records that are pertinent to any grant under this part.

(20 U.S.C. 3111)

SEC. 4332. AUTHORIZATION OF APPROPRIATIONS.

(a) AUTHORIZATION FOR SUBPART 1.—There are authorized to be appropriated to carry out the provisions of subpart 1 of this part $3,000,000 for fiscal year 1989 and such sums as may be necessary for each of the fiscal years 1990 through 1993.

(b) AUTHORIZATION FOR SUBPART 2.—(1) There are authorized to be appropriated to carry out the provisions of subpart 2 of this part $2,000,000 for fiscal year 1989 and such sums as may be necessary for each of the fiscal years 1990 through 1993.

(2) No funds may be appropriated pursuant to paragraph (1) for the fiscal year 1989 unless amounts appropriated pursuant to subsection (a) for such fiscal year total not less than $2,500,000. In each of the fiscal years 1990 through 1993, no funds may be appropriated pursuant to paragraph (1) unless sufficient amounts are appropriated pursuant to subsection (a) for the fiscal year to carry out activities under subpart 1 of this part at the level established during the fiscal year 1989.

(20 U.S.C. 3112)

APPENDIX F

FUNDING HISTORY FOR THE ELLENDER FELLOWSHIP PROGRAM

Table F.1 provides the funding history for the Ellender Fellowship Program for Fiscal Years 1973 to 1991.

Table F.1

Federal Funding for the Allen J. Ellender Fellowship Program

Fiscal Year	Appropriation
1973	$ 500,000
1974	500,000
1975	500,000
1976	500,000
1977	750,000
1978	750,000
1979	1,000,000
1980	1,000,000
1981	1,000,000
1982	960,000
1983	3,000,000[a]
1984	1,500,000
1985	1,500,000
1986	1,626,671
1987	1,700,000
1988	2,394,000
1989	3,458,000
1990	3,703,000
1991	4,101,000

[a] In 1983, Congress appropriated a double amount in order to place the program on a forward-funded basis. The appropriation for Fiscal Year 1983 provided $1.5 million for the 1982-83 school year and $1.5 million for the 1983-84 school year.